



**OLA CONFERENCE NEWSLETTER - MARCH 2015**

**NEXT SYMPOSIUM**

Symposium in Germany  
 on 26 and 27 June 2015  
 University of Erlangen-Nürnberg (FAU)

A threat to autonomy? Control and  
 supervision of local and regional  
 government activities

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**REPORT DEVELOPED IN THIS NEWSLETTER**

Italy

OLA Symposium in partnership with the CEMR

SIMPLIFICATION OF LOCAL ADMINISTRATION IN EUROPE.  
 LEVELS AND DIMENSIONS

30 and 31 October 2014  
 Bologna

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### WORKSHOP 1: ADAPTATION OF MANAGEMENT OF PUBLIC SERVICES AND ACTIVITIES

#### Chair:

- Pr Gabriella Racca, Turin University (Italy)

#### Speakers:

- Dr Denita Cepiku, University of Rome “Tor Vergata” (Italy)
- Pr Riccardo Mussari, University of Rome “Tor Vergata” (Italy)
- Dr Filippo Giordano, Bocconi University (Italy)
- Dr Xavier Volmerange, Rennes University (France)
- Pr Riccardo Ursi, Palermo University (Italy)

#### Experience feedback:

- Luc Martens, Mayor of Roeselare and President of the Association of Flemish Cities and Municipalities (Belgium)

The first workshop, “Adaptation of management of public services and activities”, was chaired by Pr Gabriella Racca, Professor of Administrative Law (gabriella.racca@unito.it), who began by highlighting the importance of adopting innovative tools for the management of public services and public contracts in time of crisis. Within the context of a preliminary and general reflexion on the pressure local and regional governments are under, between the necessity of ensuring public services and to restoring fiscal balance, the speakers tried to detect the tendencies in terms of managerial strategies.

Dr Denita Cepiku, with her colleagues Pr Riccardo Mussari and Dr Filippo Giordano, reported 6 Italian case studies focusing on local and regional governments strategic policies to cope with austerity and cutting of investments. Some mismanagement has occurred, such as awarding public contracts without funding. It has been shown that there is a tendency to “re-internalize” and to realize form of cooperation among local government entities.

Dr. Xavier Volmerange pointed out that, in Germany, local governments tend to “re-municipalise” public services, especially to ensure transparency and social control – in particular over the quality and the costs of public services. High costs and lack of transparency induced public administrations to terminate contracts and outsourcing of services, as was the case for water service in Potsdam. The choice of a Public-Private Partnership turned out to not adequately address needs for efficiency and transparency, resulting in conflict with the private operator’s will to hide data related to the execution of the contract.

Pr Racca highlighted the role of the media in making inquiries to document inadequate levels of services. Civil society initiatives can be seen as an accountability mechanism showcase episodes of mismanagement.

Pr Riccardo Ursi illustrated that in Italy, particularly in regions characterized by low economic development and a high unemployment rate, such as Sicily, public employment has been used as a pillar of local economy. Still nowadays, personnel expenditures represent a large portion of public resources. It has been reported that in Sicily, annual regional personnel expenditure amounts to 2,700 million euros. Within the regional context, there are about 20,000 permanent employees, about 25,000 temporary workers employed in local government, about 24,000 foresters working for the Regional Forest Agency and 7,000 people assigned to professional training. The constraints linked to fiscal balance have made clear the indefensibility of a system based on the disproportion between administrative functions and the size of the structure. Local governments have made the creation of public companies the solution to the problem. Those entities (thirty-nine just in Sicily) are only formally privatized and have been used to elude public finance constraints. This has determined the adoption of measures of public funding.

Pr Racca highlighted that some public employees, at least a small number, could be retrained in order to ensure the innovation of public administration.

Mr. Luc Martens, President of the Association of Flemish Cities and Municipalities (*Vereniging van Vlaamse Steden en Gemeenten – VVSG*) and Mayor of Roeselare in Belgium, illustrated cooperation policies among local government entities from the professional and political angle and reported the Belgian experience of aggregation among Flemish municipalities.

### Conclusion

Economic stability and growth seem to require centralized decisions at a national or regional level and to offer opportunities for new forms of local government cooperation and for defining the “optimal” level.

Aggregation among local governments and the new levels and dimensions of Autonomies are topics of the utmost importance in order to face the challenges of the reduction of public resources.

Pr Racca illustrated that a great challenge for local authorities is the aggregation of their public spending for procurement through European networks and European territorial cooperation groups, a chance to circulate the best practices. The Mayor of Paris (Anne Hidalgo), in an address on October 1, 2014 in Rome, proposed to use joint procurement among EU cities to improve purchasing power to buy innovative products (electric school buses). The new European Directives on public contracts allow for this, and the effort of OLA can help to facilitate such process and overcome legal barriers.

## WORKSHOP 2: SIMPLIFICATION AND LOCAL DEMOCRACY

### Chair:

- Dr István Hoffman, Eötvös Loránd University (Hungary)
- Dr Olivier Carton, University of Littoral Côte d’Opale (France)

### Speakers:

- Pr Deborah Peel, University of Dundee (United-Kingdom)
- Pr Eija Mäkinen, Vaasa University (Finland)
- Dr Guillaume Protière, Lyon 2 University (France)

### Experience feedback:

- Bjørn Arild Gram, Mayor of Steinkjer, Vice President of Norwegian Local and Regional Authorities Association (Norway)

In recent decades, the management and administration of municipal tasks has become more complex. Newly emerging tasks are expected to be performed with to an adequate standard of quality and efficiency. As far as the need for efficient local governance is concerned, democratic administration has become a central element of modern local systems. As a result, the assorted municipal regulation schemes at work in different countries find themselves caught between the proverbial “frying pan” of local democracy and the “fire” of efficiency, with the goal being to find a balance between these two ideals. The main aim of this workshop was to review the link between simplification and local democracy. Although efficiency and local democracy can seem to be contradictory approaches, they can also sometimes create a sort of synergy.

### Presentations

One such example of a synergy might be the community planning method which provides for municipal budgeting and the execution of tasks, which was studied in the presentation made by Pr. Deborah Peel. The community planning partnership (CPP) system was introduced by the Local Government Act Scotland 2003, which reformed the budgeting of the municipal tasks in this region. The system is based on a multi-level governance approach whose main purpose is to ensure the integrated performance of public services. In practice, it is a top-down process, which effectively forces cooperation because its indicators are defined by the Scottish central government. The focus on the financial efficiency of this new brand of planning was heightened by the economic crisis. Local

democracy can thus be strengthened through this cooperation process, but this top-down approach also has the potential to increase the influence of the central government on local affairs.

Pr Eija Mäkinen spoke on the confrontation between the tasks and duties conferred upon local government and the inherent limitations of local democracy. The right to local governance is guaranteed by Article 121 of the Finnish Constitution, and it could be described as a shared fundamental right which has been interpreted by several decisions of the Constitutional Committee. The biggest problem in terms of the autonomy of the Finnish municipalities is the wide range of tasks conferred upon local government entities. Efficiency has therefore been a central element of the reforms undertaken in recent decades. The first reforms provided for the voluntarily consolidation of towns, which resulted in a certain number of changes. After that, the government attempted to implement a general municipal reform, but this measure met with failure. This year, the government tried a new approach to local government reform: in the areas of health and welfare, an act of Parliament mandated the creation of inter-municipal associations. Their creation, which it would seem is constitutional, poses very real problems: the local nature of the execution of tasks has been weakened, yet the tasks themselves remain at the municipal level.

The role of inter-municipal associations was at the heart of the lecture given by Dr Guillaume Protière, who examined the asymmetries found in the French municipal system. The French local administration system has been greatly impacted by the crisis – especially by increasing needs for efficiency – and by growing participation at a local level. The lecture demonstrated how inter-municipal associations have practically become a new level of municipal organisation in the French local government system, and how this change has paralleled the evolution of the role of regions in France. The lecture summarized the political changes and challenges which have influenced the French local system, i.e. the plans for regional reform (consolidation) and the changing political atmosphere of local government divisions.

The experience feedback presented by Bjørn Aril Gram, mayor of the municipality of Steinkjer, showed how the Norwegian local system changed as a result of the two-fold pressure exerted by efficiency and local governance. Inter-municipal cooperation in Norway is changing – even if the older Norwegian model was based on the consolidation of municipalities – in order to ensure better performance of local tasks. Sub-municipal governments and the tools of direct democracy have strengthened as well – in part, to compensate the effects of previous municipal consolidation.

### Conclusion

There is a fine line between the “frying pan” of efficiency and the “fire” of local democracy; modern European democracies cannot function without them. As a result, a convergence can be observed: local involvement has become ever more important, and efficiency – particularly in regard to municipal systems’ economies of scale – are very contemporary questions on local government systems in Europe. Consequently, the importance of research on the role of inter-municipal associations is greater in times of economic crisis.

### WORKSHOP 3: SHIFT OF COMPETENCES AND POWERS BETWEEN LEVELS OF LOCAL AND REGIONAL AUTHORITIES

#### Chair:

- Angel Manuel Moreno, University Carlos III, Madrid (Spain)

#### Speakers:

- Dr Magnus Arni Magnusson, Bifröst University (Iceland)
- Pr Greg Lloyd, University of Ulster (United Kingdom)
- Eléanor Breton, Conservatoire National des Arts et Métiers (France)

#### Experience Feedback:

- Ina Sjerps, City Manager of Apeldoorn (Netherlands)

The process of administrative reform has produced in several European countries different changes in institutional arrangements concerning the allocation of power among the territorial layers of government. One of those developments consists in the fact that competencies and powers belonging to sub-national government bodies (regions, provinces, municipalities, etc.) have been shifted or transferred to other bodies. These re-arrangements are often prompted by a serious situation of financial crisis, and may form part of a larger “emergency” package. Generally, they are performed through the enactment of national legislation and regulations – that is, the shift is decided by “national” or central bodies, sometimes with little to no participation, negotiation, or bargaining with the affected local entities. This workshop analyses some of the national experiences in this field.

#### Moving Iceland Forward - The Fate of a Government Initiative to Reform Municipal Cooperation in Post-Crash Iceland

In the first presentation of this workshop, Dr Magnusson addressed the changes that have taken place in this field in Iceland. As we all know, this country went through a serious financial crisis, with a crash in 2008. The three main banks collapsed and different emergency laws were enacted. A new government took office in 2009 and embarked on an ambitious programme for reforming the country. The 2020 – Moving Iceland Forward initiative was the fulcrum of the governmental strategy. That document envisaged the reinforcement of “Regional Associations”. These bodies were set up by municipalities in the forties. Gradually, eight such regional associations took form. The associations are a platform allowing municipalities to cooperate and coordinate their efforts to their mutual benefit. The regional association would therefore run different intergovernmental, “regional” development projects (regional plans of action). Although a new government (centre-right) won the general elections in 2013, the Moving Iceland Forward 2020 initiative will remain in force. The question still remains, whether the “regional plans of action” will evolve into a true third tier of government in Icelandic governance, a prospect that has met with opposition from most local council members.

#### The Review of Public Administration in Northern Ireland: Towards a Pooled Sovereignty?

Pr Lloyd presented the ways in which local government is being streamlined and reconfigured in Northern Ireland, in a context of austerity, recession and economic geography. The main development consists of the Review of Public Administration (RAP), which was launched by the Northern Irish Executive in June 2002. The rationale behind the Review of Public Administration was to respond to perceived structural failures of the prevailing centralised system in Northern Ireland. Namely, the RAP recommended the decentralisation of powers and responsibilities to new local authorities in several domains (e.g., land use planning). On the other hand, the 2014 Local Government Act (Northern Ireland) introduced the legislative framework for Northern Ireland’s eleven new councils, which will replace the current 26 local districts. These eleven “super councils” are expected to start operating effectively in April 2015. However, this structural rearrangement begs the question of whether the new governmental structures will be prepared to deliver on their new responsibilities.

### The “contrats de territoire” in France

Eléonor Breton presented the “*contrats de territoire*” (territory contracts) in France, a new approach in the implementation and management of public projects that has been established at the regional level. The requirements and procedures for the signing of these contracts were outlined: the Regional Council establishes a multi-year programme for funding its development projects, and determines its priorities for the municipalities and intermunicipal cooperation bodies that are present at the sub-regional (*département*) level. These local bodies then sign the territorial contract. In theory, these “*contracts*” would have allowed a more rational allocation of funding at the inter-municipal level. However, according to the speaker, this new public management tool is far from being a genuine example of “simplification” of territorial organization. On the contrary, these “contracts” constitute an example of the increasing complexity and sophistication in the way governmental action is organized and managed.

### Experience feedback

In her presentation, Ina Sjerps provided an experience feedback from the Netherlands. In this country, the central government is “decentralising” several competences on social services to the municipalities (income schemes for the unemployed, long-term home care for chronic ill people, support for the youth and the disabled, etc.). The current situation has been depicted as too being expensive, with costs only escalating. The solution should be to change the central government’s current role: from a direct provider to a simple supervisor. Starting in 2015, benefits and care programmes will be carried out by municipalities, but with lower budget resources, since the Government expects to obtain certain previously quantified “efficiency gains” if the municipalities directly run those programmes. Therefore, the transfers will be accompanied by cuts, and municipalities will have to settle the difference out of their own budgets. This new landscape will bring about enormous changes in mentalities, both for the people and for municipalities, as well as new challenges for patient organisations.

### Conclusion

The process of the shift in competences discussed in this workshop might be defined as “bi-directional”: in some countries (for instance, Spain) the traditional powers and responsibilities of municipalities have been transferred to second-tier local bodies (provinces) or to regions. In other countries (like in the Netherlands), the opposite shift has taken place, with competences and powers of the central administration being transferred to municipalities. Surprisingly, in both cases the decision to reallocate powers and responsibilities has been justified by concerns about efficiency and the need to ensure “economies of scale”.

## **WORKSHOP 4: SIMPLIFICATION – SHIFTING OF COMPETENCIES AND POWERS BETWEEN THE CENTRAL STATE AND LOCAL AND REGIONAL AUTHORITIES**

### Chair:

- Dr Maria Orlov, State University Alecu Russo in Balti (Moldavia)

### Speakers:

- Pr Siv Sandberg, University Åbo Akademi (Finland)
- Dr Brendan O’Keeffe, Mary Immaculate College (Ireland)
- Jaroslav Hlinka, Mayor of Košice-Juh (Slovakia)

### Experience feedback:

- Lazaros S. Savvides, Mayor of Strovolos (Cyprus)

One of the tools for simplifying public administration is the transfer of powers from the central level to the local level. The mechanism at the heart of this transfer is quite complex, because it involves both social and economic conditions as well as political conditions that are specific to each state. Therefore, what is important in choosing the strategy is that it be balanced both economically and financially, as well as immune from nationalistic, populist, or political influences. Besides the fact

that the transfer of power must be accompanied by adequate funding for so that it can be properly executed, it must also be accompanied by an equal division of responsibility.

The transfer of power must therefore take place in a transparent way that allows all citizens to find the official who is in charge, so that they can find the answer to questions of local interest.

The four presentations in this workshop each attempted to provide an answer to these questions.

To this end, Pr Siv Sandeberg questioned how the Finnish local authorities were able to respond to the different strategies imposed by the central government beginning in the year 2000. In fact, Finnish reform strategies have varied, going from:

- Bottom-up reforms between 2000 and 2011, when the strategy was based on individual initiatives from local structures, with the goal of either creating inter-municipal structures or enhancing collaboration between them.
- Top-down reforms between 2011 and 2014, which aimed to strengthen local authorities in order to manage the transferred competencies.

Since 2014, the reform strategy has been based on a compromise, with the creation of five districts that manage the competencies pertaining to social and health services in lieu of the 304 municipalities, individually.

According to the findings of Pr Sandeberg, the reforms that took place between 2005 and 2011 prove that, even if bottom-up reforms can lead to administrative and territorial changes in organization – as well as changes in the way local government works – they also need the support of national tools and programmes created at a central level. Furthermore, frequent changes in strategy can lead, as occurred in Finland, to an erosion of mutual trust between central and local government, a phenomenon which is capable of paralyzing the system as a whole.

The Irish experience as presented by Dr Brendan O’Keeffe focused on the “Cross border cooperation of Ireland,” through which the professor highlighted Ireland’s resistance to any degree of decentralization. It is nonetheless true that the Irish political landscape at the local government level has been subject to profound changes. To this end, the current process of change began with the adoption of the Government’s White Paper (2012) and the Local Government Reform Act 2014, whose principal aim was the reorganisation of the territorial administrative structure at the regional and local levels. The charter of the regional government has been considerably simplified: the eight regional authorities were transformed by merging them into three new geographical configurations, effective 1 January 2015. Under the new law, the three new regional entities are responsible for the supervision of European funding programmes, as well as for the implementation of a new Irish National Planning Policy Framework. However, the transfer of powers from the central to the local government was accompanied by the reappropriation of important duties such as the management of water services. This bottom-up reform has been criticized because it may lead to the centralization of administration at the expense of local democracy. Dr O’Keeffe concluded with by pointing out that transparency is as important as consulting the people when it comes to dealing with various problems of the local system.

Regarding Slovakia, Mayor Jaroslav Hlinka, wondered if the latest Slovak reforms designed in a context of crisis have instead favoured centralization over decentralization. Thus, the adoption of the law on the fiscal responsibility in 2011 was a direct consequence of the austerity sparked by the crisis. Even if a significant number of new competencies were granted to local authorities following the implementation of the Slovakian decentralization process, this transfer was not accompanied by any financial compensation. As was the case in Finland, this has favoured the creation of a climate of mistrust between central and local levels. Thus, the central level considers not only the local authorities unable to manage their budgets, but even condemns this inability. Mr Hlinka concluded that the crisis should be seen as a complex problem that can only be solved by increased cooperation between all those involved, including at the central and local levels and, last but not least, the citizens; a form of cooperation in which centralization has no place.

The final presentation covered the experience of Lazaros Savvides, mayor of Strovolos, who presented the impact that the economic crisis has had on Cypriot local authorities. To this end, the central objective of recent reforms has revolved around reducing the number of local authorities on

the one hand, and on the other hand on a recently launched experiment that entrusts the performance of certain public services to the private sector. However, although local authorities have been given important powers concerning the organization and management of public services of local interest (also accompanied by undue financial means), the economic crisis has highlighted the inability of authorities to fully meet the needs and requirements of citizens; this has required a search for methods and solutions to end the crisis.

In conclusion, the presentations of this workshop showed that reforming public administration is a difficult and complex process, in which the financial element is central. Central governments must be careful in constructing their reform strategies. This exchange of experience should make us reflect in order to successfully avoid the same mistakes in developing the strategy in our countries.

**WORKSHOP 5: SIMPLIFICATION AT LOCAL LEVEL:  
IS JOINT ADMINISTRATION THE SOLUTION?**

**Chair:**

- Dr Grzegorz Libor, University of Silesia in Katowice (Poland)

**Speakers:**

- Susana Amador, Mayor of Odivelas (Portugal)
- Dr Istvan Balazs, University of Debrecen, Chair of the Public Administration Department (Hungary)
- Sladjana Karavdic, Director of OPTIMUS - Center for Good Governance (Serbia)

**Experience Feedback:**

- Benoît Cathala, Centre National de la Fonction Publique Territoriale (France)

The discussion in Workshop 5 focused on solutions whose implementation in many countries has led to a significant reduction of costs and expenses in the field of public administration. These were mainly inter-municipal cooperation and the actions taken in order to simplify and/or consolidate those services when possible. As a result, joint administration has both functional and structural dimensions.

**Overview of presentation 1- Susana Amador**

The 'simplex' programme is a consequence of the European service directive, whose main aim is to make citizens' and businesses' everyday lives easier. The actions taken within 'simplex' include, for instance: simplifying the formalities related to the submission of financial and accounting information; putting online the editions of the Portuguese "Official Gazette" and thus making access to it easier, more convenient, and paperless; eliminating certificates proving the non-existence of debts to tax and/or social security services; simplifying permit regulations related to industrial facilities; and creating single contact points and integrated services organized around user's life events.

This seems to be especially important from the point of view of metropolitan areas that are being established in Portugal in today's period of economic crisis

**Overview of presentation 2 - Dr Istvan Balazs**

The changes which have taken place in Hungary since 2011, which are the consequence of a new constitution and law on local government, are examples of recentralization and restriction of local autonomy in the name of the fight against the negative consequences of the economic crisis.

This is the reason that some of their competencies are now back in the hands of the state. Moreover, municipalities with less than 2,000 inhabitants are required to establish joint offices, a measure which concerns about 70% of them. Their creation was only optional in the aftermath of the political transformation in 1990, but it has now been made obligatory.

The reasons for this can be different – perhaps the post-transformation model of local government didn't measure up?

**Overview of presentation 3 - Sladjana Karavdic**

The project "Improving the environment for businesses at the local level through regulatory reform" was not only a chance to improve general conditions for investments in Serbia, but also to decrease the operating costs of public administration.

These savings were made possible by the simplification of procedures through regulatory reform, which included, among others, improvements in submission forms, shortening deadlines, reducing taxes and fees, and eliminating excess information.

A crucial element of this process, which might be defined as untying the bureaucratic knot (a term coined by the author Sladjana Karavdic), was the e-Registry, a public, legal and transparent platform

on which different information (for example, concerning requests, required documentation, or costs) can be found.

However certain risks threatened the success of this project, such as the dominant political situation and the mind-set of local authorities who refuse to see things from the client's perspective.

#### Overview of presentation 4 - Benoît Cathala

The example of France seems especially interesting and important, taking into account not only the current debate on the reform of its administrative structure, but also its long tradition of local government. During this debate, the following risks were identified: that of putting distance between citizens and those who represent them, the costs of the change, a potential democratic deficit, and political transparency. As a result, today's major challenge seems to be to strike a balance between democratic expectations (standards) and economic rationalization and budgetary discipline.

#### Conclusion

As can be seen from above examples, the solutions used in joint administration differ according to the specificity of a given country/region. The experiences of Hungary and France differ substantially, as do the experiences of Serbia and Portugal in the field of administrative simplification. These determinants should not be ignored when global or supranational solutions are prepared. This should also be taken into account in the case of Wales, where the economic crisis has had an important impact in terms of devolution. On the one hand, it has allowed the Conservative Party to return to power, and on the other hand devolution began to be seen – at least in some circles, especially pro-separatist ones – as an opportunity to reduce its negative consequences. In this way, two mutually exclusive tendencies, that is to say, centralisation and decentralisation, are now conflicting. While the actions taken by the British government can certainly be defined as measures designed for maintaining the status quo, the Welsh Government's strategy has focused on further devolution.

### **WORKSHOP 6: SIMPLIFICATION AT LOCAL LEVEL: IS JOINT ADMINISTRATION THE SOLUTION? FUTURE PERSPECTIVES**

#### Chair:

- **Filippo Compagni, Welsh Local Government Association (United-Kingdom)**

#### Speakers:

- **Pr Dag Ingvar Jacobsen, Agder University (Norway)**
- **Dr Robert Pyka, University of Silesia in Katowice (Poland)**
- **Dr Marc Vilalta Reixach, Open University of Catalonia (Spain)**
- **Dr Ricardo Gracia Retortillo, University of Barcelona (Spain)**
- **Dr Juan Carlos Covilla Martinez, University of Barcelona (Spain)**

#### Experience feedback:

- **Katarina Milanovic, OPTIMUS- Center for Good Governance, Deputy Director (Serbia)**

The Workshop presented three case studies on different models of cooperation from researchers and practitioners across Europe. One of the underlying questions of all the workshops of the conference was the impact of the economic crisis on public administration, and in particular whether the crisis has been the primary reason for the reorganisation and restructuring of regional and local government around Europe in the last few years.

The presentations covered Norway and Poland, countries that have not been impacted by the crisis – or at least not as badly as many others. In particular, the presentations focused on various models for joint cooperation. These include mechanisms and processes of municipal consolidation, redrawing territorial administrative boundaries, and sharing the burden of public service missions.

Pr Dag Ingvar Jacobsen “Local Government Reform in Norway – Complex Flexibility or Democratic Oversight”.

It illustrated how Norwegian local government has various models of cooperation available to it. These models are explicitly enshrined in the legal framework of inter-municipal cooperation. Different types of cooperation, based on contractual relationships, can be applied at the same time by the same authority. This approach enables almost full flexibility concerning the way services to the citizens are delivered. However it can also generate a complex web of relationships between authorities, which may lead to a lack of transparency and accountability. As a result, the democratic bond that normally exist between the administration and the citizens may become weaker or blurred because of displaced accountability.

As a possible solution, the presentation proposed the potential consolidation of authorities. Although this has not happened yet in Norway, it has already been introduced in Poland.

Dr Robert Pyka “The Impact of the Financial Crisis on the shape of Polish Local Government – Challenges and Possible Reforms. The Case of Upper Silesian Conurbation in Poland”

In this case, the economic crisis has had a strong causal role. This has been reinforced by an increase in resources allocated to the central government accompanied along with a marked decrease in local government resources (an effect of the crisis). The effect has been greater on urban authorities than on rural ones.

An innovative way to enable and promote consolidation has been the uptake of new Integrated Territorial Investments (ITI). Recently introduced as a delivery method for cohesion policy, these models allow funding from different European Structural and Investment funds (ESI) to be combined in order to deliver a cohesive strategy on a territory that covers a number of local authorities.

The presentation looked in particular at the Upper Silesian case, which unites 46 local government entities. It highlighted how the strategic element is somehow still in development. The tendency is still for each authority to promote its own individual projects. However, it has helped increase cooperation between them.

Dr Marc Vilalta Reixach, Dr Ricardo Gracia Retortillo, Dr Juan Carlos Covilla Martinez “Local Government Reform in Catalonia in a Context of Economic Crisis. Simplification of Levels and Redistribution of Powers”

The third presentation looked at how a similar top down approach has been attempted in Spain, but more in an administrative and legalistic way. The complex fabric of local administration in the region is the result of various administrative reforms and different degrees of devolution. However the crisis has gravely reduced the delivery capacity of many of these levels and therefore made the reconsideration of the institutional structure into a vital issue. Ideally, the levels should be based on actual democratic representation, including regional character, and promote the sustainability of services and resources. Lastly, they should eliminate any residual structural asymmetry.

The legal and territorial issues were brought to light by the presentation of Katarina Milanovic on the experience of “Optimus”, a centre for good governance in Serbia. The presentation highlighted how fragmentation and lack of guidance on service delivery often hinder the relationships between the public and private sectors. Furthermore, recent administrative reforms (top-down) have not provided the necessary clarity to the improvement goals. This has been exacerbated inadequate funding.

The workshop has highlighted how amalgamations or consolidations could be a mean to improve governance at local level. But what was most clear from the presentations was the need for a clear strategic aim before introducing any kind of territorial reform, which must be accompanied by careful attention to the democratic process and maintain the desired proximity to the citizen.

**WORKSHOP 7: “WORLD CAFÉ”, ANIMATED BY CEMR AND OLA**

The conference in Bologna was also the opportunity to launch a workshop «World Café» style. CEMR and OLA divided the room and ran workshops to collect the views of all participants on the previous workshops: what lessons have we drawn? What actions can be implemented in response to what we have heard, whether at a national or a European level?

The idea of OLA-CEMR seminars is to create a bridge between researchers and politicians, between university professors and experts. The common point: local activities, autonomy, and governance. All workshops have followed this approach by connecting researchers, politicians and experts and confronting their knowledge and experience.

Workshop 7 has enabled an even more interactive approach and active participation of the entire room for discussion: some may not have had time to ask questions at previous workshops, others did not dare: this was their moment to speak, especially in small groups.

The discussions were also moderated with the idea of making the conference as concrete as possible: what should be done with all these presentations and discussions? Do they help? What lessons, what actions? CEMR and OLA will soon publish a separate document with the lessons and actions chosen, and CEMR, in its public affairs and lobbying activities, will follow up the actions to implement and will add value to the results of the conference in Bologna.

### Do you already want some examples of lessons and activities to be implemented?

In terms of local government reform, a lesson drawn from the experience of several European countries is the importance of **reforms based on needs** which doesn't "just" exist to change institutions. Another shared issue in several workshops was the **involvement of citizens** in reforms and public policies, especially locally. In this sense, the concept of "smart cities" should also be applied to "smart people". Concretely, actions were identified such as the exchange of good practices (still too few); citizens' education activities, especially for the use of new technologies; the creation of an interactive platform for the participation of all those concerned, including civilians, in the definition and implementation of public policies; etc. In terms of **inter-municipal cooperation or joint administration**, an important lesson that can be further studied during the next OLA-CEMR conference in Bucharest – and action in terms of institutional lobbying – is the fact that the EU institutions do not need to intervene even with a "soft law" but rather to listen, advise, or facilitate the exchange of good practices. In the same vein, a concrete proposal for action was suggested: develop inter-municipal cooperation models from Norway to test their potential for adaptation in Nordic countries, and do the same with the good practices of Catalonia, for the Southern ones; while continuing to influence the central government to better transfer powers – but also adequate resources – to sub-national levels, and to trust the local and regional governments.

## WORKSHOP 8: TRANSLATION OF LEGAL TERMINOLOGY IN THE DOMAIN OF LOCAL GOVERNMENT

### Chair:

- Dr Olga Burukina, The Higher School of Economics (Russia)
- Charles Eddy, Lille University (France)

### Speakers:

- Pr Susan Šarčević, University of Rijeka (Croatia)
- Pr Aleksandra Matulewska, Adama Mickiewicza University (Poland)

The workshop united world-famous researchers in the field of translation with young and prominent newcomers – Professor Emerita Dr Susan Šarčević, Croatia, Professor Dr Aleksandra Matulewska, Poland, Professor Dr Olga Burukina, Russia, and Mr Charles Eddy, France/USA.

The workshop was chaired by researchers in the field of legal terminology – Mr Charles Eddy, a doctoral candidate from Lille University, and Professor Dr Olga Burukina from Russia, and was the first in a series of lexical workshops, the first of which took place during this conference.

The issues pertaining to translation sphere and legal translation in the EU are not new, and the problems of legal terminology become the subject of ever more numerous conferences and publications. The

multiple challenges represented by the legal translator's profession are of high importance, and in today's world legal translation is important not only for translators, but also for other legal professions: lawyers, judges, clerks, academics, etc. The very fact that OLA, with the strong support of the CEMR, has decided to regularly organise terminology workshops as part of its conferences, is proof of the importance of this domain, and it speaks volumes about the interdisciplinary character and pursuit of perfection that characterises OLA's studies and events.

The workshop opened with the presentation "Translating Territory: Translation Studies Faced with the Term *Collectivité territoriale*" by Mr Charles Eddy, whose speech was divided into two parts. In the first, he gave an introduction into the theory of translation – with particular emphasis on source - and target-oriented translation philosophies. He then went on to connect theory with practice, considering the problems posed when translating the term "collectivité territoriale" – so central to local government studies in France.

The first keynote speaker, Professor Emerita Dr Susan Šarčević, in her presentation "Strategies for Translating Legal Terminology", then identified some of the most significant problems faced in legal translation, which are generated by the processes of globalisation and europeanisation, both of which have led to a greater need for high-quality legal translations and professional legal translators. Dr Šarčević considered legal translation as an act of communication within the mechanism of the law and the problems of selecting adequate translation strategies. She based this on a variety of issues concerning law, languages, and culture, offering a comprehensive analysis of terminological equivalence and acceptability with examples in 15 EU languages and 3 languages beyond the EU – Arabic, Chinese, and Russian.

The second keynote speaker, Dr Aleksandra Matulewska from Poland in her presentation "In quest for Parameterised Banks of Legal Terminology – Semantic, Systemic and Genre-related Relations" highlighted a number of translation issues, dispelling stereotypes about translation as a "process" and the knowledge and competencies of translators. She offered a systemic approach to legal translation in the EU, challenging the audience with the problems of modification of meanings of national terms by EU terminologists, a wide array of spheres regulated by the EU, and the need for EU texts to be formulated in various legal languages. Professor Matulewska defined the aim of parametrisation as description of the reality in a systematic way, and concluded her presentation with requirements as to the legal translator's knowledge and competencies covering semantic relations, systemic relations, and genre-related relations.

The final presentation was the "Legal Translation: Translating Beyond Legal Terminology" delivered by Dr Olga Burukina, who focused on legal translation problems beyond the limits of terminology. The speaker raised the question "What makes a good legal translator?" and tried to answer it using a rather unexpected tool – Google Translate –, challenging it with a simple extract from a UK law. Considering the formation of the legal translator's competencies, Dr Burukina offered a typology of translation transformations and the beginning legal translator's algorithm as a training tool and a means of the legal translator's development.

The workshop concluded with a short roundtable discussion encouraging the audience's participation by asking that they share their experience connected with legal translation in general and terminology problems in particular.