

# Recovery and Resilience Plans

## Example of component of reforms and investments

### A public administration fit for the future

#### Disclaimer

This document was produced by the Commission services. The views expressed in this document do not commit the European Commission.

The document takes into account the Proposal for a Regulation on the Recovery and Resilience Facility (hereafter ‘the Proposal’) adopted by the Commission on 28 May 2020<sup>1</sup> and the conclusions of the European Council of 17-21 July 2020<sup>2</sup>, the Communication on the Annual Sustainable Growth Strategy 2021 (hereafter ASGS)<sup>3</sup> and the Commission’s Guidance to Member States on the recovery and resilience plans<sup>4</sup>.

The document is intended to help Member States prepare their recovery and resilience plans and ensure coherence with the European flagships proposed by the Commission in the ASGS Communication<sup>5</sup>.

The document builds on the template<sup>6</sup> that was issued together with the guidance to Member States on the recovery and resilience plans. Its structure is based on Part 2 of the template, where each component of the recovery and resilience plan needs to be described. Therefore, this document does not cover the information that Member States are expected to include in Part 1 (general objectives and coherence of the plan), 3 (complementarity and implementation of the plan) and 4 (overall impact) of their recovery and resilience plans.

The document contains examples of reforms and investments that Member States could include under a specific component in their recovery and resilience plans, including some examples of the type of information required to describe the expected impact, to fulfil the green and digital tagging of measures and to set out the type of targets/milestones that have to be defined for each reform and investment in order to allow for the tracking of progress.

Given the fictitious nature of these examples, the document should not be regarded as comprising an exhaustive list of the most important reforms and investments in the mentioned area. Member States may cover different and/or broader mix of reforms and investments in their recovery and resilience plans. Furthermore, the description should not be regarded as complete. More details and evidence would be expected in the actual recovery and resilience plans in order to ensure a proper assessment of the measures to be implemented.

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<sup>1</sup> COM(2020) 408

<sup>2</sup> EUCO 10/20

<sup>3</sup> COM(2020)575

<sup>4</sup> SWD(2020) 205.

<sup>5</sup> The Commission in the ASGS strongly encourages Member States to include in their recovery and resilience plans investment and reforms in the areas of: renewables, energy efficiency, sustainable transport, broadband connectivity, digital public services, cloud capacities and skills.

<sup>6</sup> SWD(2020) 205 PART 2/2

## **PART 2: DESCRIPTION OF REFORMS AND INVESTMENTS**

### **A. COMPONENT: A PUBLIC ADMINISTRATION FIT FOR THE FUTURE**

*[Please note that this example of a component is fictitious. It has been prepared by the Commission's services to provide guidance to Member States on some reforms and investments, mainly related to the European flagships 'Modernise' and 'Reskill and upskill' that could be included in the national recovery and resilience plans.]*

*To substantiate the intended reforms and investments, the document references specific data sources, data sets and information relating to the baseline scenario, outstanding gaps, envisaged milestones, targets, including green and digital, etc. The references provided should not be regarded as comprehensive, compulsory elements to be replicated in national recovery and resilience plans. Member States can include other/additional details and evidence to clearly describe and justify the importance and coherence of the recovery and resilience plan and its contribution to the green and digital transitions, with a view to satisfy the assessment criteria set out in Article 16 and Annex II of the Proposal.]*

#### **1. Description of the component**

Policy area/domain: Public administration

Objective: Through a set of wide-ranging reforms and investments, the national aim is to increase the effectiveness, efficiency and relevance of government action, taking into account current challenges, needs, and expectations of both citizens and businesses, strengthening resilience and where necessary, tailored to the green and digital transition.

- 1) Better policymaking and implementation, enhanced transparency, trust and integrity in the public sector
- 2) Digital transformation of public sectors and enhanced service delivery for citizens and businesses
- 3) An attractive and dynamic civil service delivering for tomorrow

Examples of reforms:

*1) Better policymaking, and implementation<sup>7</sup>, enhanced transparency, trust and integrity in the public sector:*

- Reform 1.1: Increasing predictability and effectiveness, coherence and inclusiveness of policy-making through transparent planning, stakeholder consultation, evaluation, coordination and monitoring

Reform 1.2: Enhancement of the regulatory framework and strengthening of preventive and control mechanisms designed to combat fraud, notably in relation to public procurement, and preserve the integrity of public service

Investment 1.3: Setting up a user-friendly digital environment increasing open data use, transparency and interaction with citizens and businesses

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<sup>7</sup> Implementation gaps create economic, environmental and social costs. For example, insufficient implementation of the EU environmental policies and acquis results in around EUR 55 billion societal costs per year [https://ec.europa.eu/environment/eir/pdf/study\\_costs\\_not\\_implementing\\_env\\_law.pdf](https://ec.europa.eu/environment/eir/pdf/study_costs_not_implementing_env_law.pdf)

Investment 1.4: Building capacities for the use of data and novel tools such as predictive analytics and AI

*2) Digital transformation of public sectors, enhanced service delivery and protection for citizens and businesses:*

Reform 2.1: Personal data strategy allowing citizens to monitor the use of personal data held by public administrations

Reform 2.2: Deepening the digital transformation of public administrations, with a better use of public procurement to enable innovative GovTech solutions developed by SMEs and start-ups, including from rural areas

Investment 2.3: Digitisation, interconnection and interoperability of registries and services for data exchange between national and European administrations; digital infrastructures linked with the European common data spaces, including the European Health Data Space

Investment 2.4: Equipping the public sector to implement the European Digital Identity (eID) for authentication by national and cross border users

Investment 2.5: Digitalisation of the healthcare and justice systems, customs and tax administrations, with special focus on covering rural and more remote areas

*3) An attractive and dynamic civil service delivering for tomorrow*

Reform 3.1: Reviewing recruitment procedures to ensure talent-oriented hiring and the equal representation of socio-economic groups in the public administration

Reform 3.2: Reviewing civil service regulations to allow more flexible working conditions and to encourage career mobility

Investment 3.3: Development of a competency model for civil service management, with training programmes providing management/leadership, green and digital skills

The proposed reforms and investments under this component champion the **European Flagship 'Modernise'** and promotes modernised and secure EU wide electronic identification and authentication by 2025 and key digital public services, accessible to all. For instance, by 2023, x% of national administrations will use the national eID scheme. The envisaged measures will also provide citizens and private stakeholders with control over their online identity and data, as well as enable access to online digital services. Furthermore, component promotes common objectives relating to the digitalisation of public administration and services such as in justice, healthcare, tax and customs systems, and provides interoperable, personalised and user friendly digital public services.

The component also echoes the **European Flagship 'Reskill and upskill'**, by providing skills and new competences for the civil servants and managers, notably in relation to green and digital transitions and to enhancing innovation in public administration. For instance, by *date x*, % of public service managers will benefit from strengthened skills and competences needed for green and digital transition.

**Estimated cost:** EUR XX.X million, of which EUR XX.X million (X%) are covered by RFF

## 2. Main challenges and objectives

### a) Main challenges:

What started out as a health crisis has shifted into a major economic crisis, prompting quick government and European responses to support the economy. Effective strategic planning and organisation are of paramount importance for an effective public administration. Yet, the crisis adds to a number of pre-existing weaknesses and a series of critical challenges need to be addressed.

One challenge repeatedly recalled in country Specific Recommendations (2019, 2020) relates to improving the investment climate by increasing the stability and predictability on the regulatory side. The legislation often requires urgent updates to respond to emerging issues, with high compliance costs for both citizens and businesses. Likewise, the cost for the administration to ensure the necessary capacity and adapt internal procedures and related services is also very high. The administration needs to build capacity to seize the advantages of predictive analytics and artificial intelligence (AI) in policy making and public service delivery.

Furthermore, the perception of corruption remains high (Transparency International, Justice Scoreboard, Rule of Law report), including among business representatives. The pandemic crisis increases the risk of corruption practices<sup>8</sup>. There are increasing concerns that corruption may significantly undermine the functioning of the administrations and enable organised crime, negatively impacting investment and other business decisions.

- **Policy making planning and governance inefficiencies:** the current legislative process is based on an annual political programme outlining key policy priorities, but it does not include a consolidated list of all major legislative initiatives, nor a calendar for their adoption or any indication for the lead ministry and a reporting mechanism to monitor its implementation.
- While there are strong national commitments to align public policies to the 2030 Agenda and its 17 Sustainable Development Goals (SDGs)<sup>9</sup>, notably to achieve an effective, accountable and inclusive public administration and governance, this implies also specific challenges for public administration and governance reform. For example, transition management requires skills and mechanisms to deal with complexity, unpredictability, and public administration needs to be able to work in a context which is multi-sector, -actor and -level at the same time.
- Furthermore, the suboptimal strategic planning also stems from the absence of a specific responsibility of the Office of the Prime Minister to coordinate and monitor the legislative planning process. More than xx% of the legislative proposals of the government are on issues not covered in the political programme. xx% of the proposals are urgently needed amendments of existing legislation.

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<sup>8</sup> As highlighted by the Council of Europe, Europol and the European Chief Prosecutor the pandemic crisis increases the risk of corruption practices in all Member States and it offers further opportunities to organised crime groups to infiltrate the legal economy.

<sup>9</sup> <https://www.un.org/sustainabledevelopment/development-agenda/>

- **Limited use of impact assessment:** Less than xx% of the legislative initiatives are accompanied by an impact assessment or evaluation and most often, the potential significant impacts on SME, the environmental and social impacts have not been thoroughly assessed and taken into account. In addition, there is no systematic approach of conducting ex-post evaluation of legislation.
- **Excessive use of fast track, emergency-related procedures:** xx% of the legislative acts are adopted by the parliament through an emergency procedure. xx% of the legislative initiatives of the members of parliament have not gone through any consultation or assessment before their discussion in plenary.
- **High perception of corruption, limited outcomes of existing preventive and control mechanisms.** While preventive measures have been introduced over the past years, gaps remain in particular when it comes to the enforcement and monitoring of the control mechanisms to verify and sanction integrity incidents relating to asset declarations, lobbying, conflict of interests, measures with an important preventive function. Comprehensive new or revised anti-corruption strategies with identified and measurable objectives, clear-cut budget and well-defined responsibilities of specialised institutions have been adopted. However, the effectiveness of the investigation, prosecution and adjudication of corruption cases, including high-level corruption, raises concerns, as recalled repeatedly in Country Specific Recommendations (2019, 2020) and other relevant reports (e.g. Country Report, Justice Scoreboard. Rule of Law report, World Governance, Transparency International indicators).
- **Limited use of modern digital technologies and applications:** the existing public web portals and centralized platforms are not state of the art anymore, while mobile formats (i.e. Apps) and social media are insufficiently used for enhancing citizen trust and participation in policy making. The administration has not yet seized the benefits of modern tools like predictive analytics and AI, which can detect patterns that allow policy makers to understand where policies do not reach their intended objectives and, if used to that end, can contribute to detecting fraud or corruption.
- About xx% of the legislative proposals are published on the government website and some ministries publish information about the legislative proposals on their own websites. Most of these websites have not been designed for mobile devices. Public consultations are rarely performed digitally, and if so in a variety of idiosyncratic formats not easily accessible to users e.g. on mobile devices.
- Data available from public and private sources is insufficiently accessed and used ex-ante to inform policy making and administrative decision making, requiring expensive ex-post evaluations and often concluding with unintended consequences and costly corrections.

Moreover, the COVID-19 pandemic and the related confinement measures, by bringing to a standstill the delivery of many public services, demonstrated the urgent need to develop adequate digital solutions for public services and the justice system. The main challenges and barriers relate to inefficiencies in the market of digital services, including public procurement practices, the limited take up of electronic identification, as well as the limited or uneven progress with the implementation of measures relating to the Single Digital Gateway and with the digitalisation

and interoperability of services, processes and procedures in key public sectors and systems, such as the customs and tax administrations, the health and judicial system.

Furthermore, the citizens and businesses' trust in the government and public administration could be enhanced if they feel in control of their data and if the administration's use of data is monitored.

- **Untapped potential of digital services:** large transaction costs for analogue services generate high administrative burden for businesses and citizens. The percentage of digital services provided and the share of the population actually using them remains low. This is partially due to insufficiently user-centric service design, with most applications designed for the use on desktop computers rather than mobile devices.
- **Citizens are generally unaware of their personal data held by public administrations** and have difficulty to submit corrections, check and inquire about its use. They cannot selectively authorise its (re)use, rendering it useless for many purposes. Public administrations need to enhance transparency on the use of personal data. According to the 2020 eGovernment Benchmark report<sup>10</sup>, citizens can receive information on whether their data has been used for only 64% of public services; in only 42% of cases they are informed about when it was used and in only 17% by whom.
- **Market inefficiencies, low participation of SMEs (notably start-ups) in public tenders:** at present, large companies that offer standardised services are the major providers to public administrations at all levels. Procurement procedures and requirements are highly complex, preventing the participation of new players and in particular of start-ups and SMEs in the procurement processes.

Procurement techniques that favour innovation (like functional requirements, competitive procedures with negotiation or Design contests) are rarely used, while the prevalence of traditional procurement criteria and methods inhibits the participation of more innovative and smaller companies. Furthermore, such market inefficiencies particularly hamper the participation of start-ups based in rural areas, which could play an enhanced role, for instance in deploying e-government solutions and e-health services to rural and more remote areas.

- **Very limited take up of e-ID:** only 15% of national administrations use national eID schemes. As the eIDAS Regulation is limited to the use of notified national electronic identities for access to online public services, use of national eIDs also remains limited in the cross-border context. As a consequence, public administrations revert to less trustworthy, alternative authentication means or refrain from making sensitive procedures available online.
- **Delays in the implementation of measures relating to the Single Digital Gateway (SDG):** though this is part of the national strategies on digitalisation of public administration, the progress with the implementation of SDG measures - in particular the full digitalisation of public services, the elimination of obstacles to cross-border use of online procedures and the development of a once-only system – has been hampered by

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<sup>10</sup> <https://ec.europa.eu/digital-single-market/en/news/egovernment-benchmark-2020-egovernment-works-people>.

the limited financial allocations available, compared to the outstanding investments needs. There is a high risk that the European technical system for the automated exchange envisaged in the SDG Regulation will not be fully implemented by the set deadline of December 2023. The limited interoperability hampers the effective implementation of the once-only principle and negatively impacts on citizens transferring their data between different authorities (e.g. healthcare).

- **Weaknesses in systems and infrastructures devoted to the application of the single market acquis**, for example as regards market surveillance, SOLVIT centres, dedicated IT systems, and staff training.
- Furthermore, the pandemics revealed the need to accelerate the establishment of **common data spaces**, including the European Health Data Space, to support and simplify the access of authorities, policy makers, researchers and citizens to health data, including health data, as well as ensuring portability of this data and strengthening the interoperability between different data sources and services.
- The **interoperability** of data held in different areas of the public sector is hampered by legal obstacles (a large number of different legal definitions of similar concepts, different data licenses), organizational differences (like incompatible reporting periods and governance procedures) and semantic and technical disparities. As a result, data is often collected multiple times, or remains unused because of unsurmountable transactions costs in obtaining it. For example, this is the case with procurement systems that need to be interconnected with financial management systems, invoice systems, payment systems, etc.
- **Limited progress with the digitalisation of the justice system (administrative, civil and criminal justice), and the need to accelerate the digitalisation of healthcare, customs and tax administrations**: as recalled in Country Specific Recommendations, the justice system and many public administrations still face a series of challenges relating to the availability of interoperable digital solutions and infrastructures. The COVID-19 crisis has highlighted the pressing need to launch and accelerate reforms related to the digitalisation of the justice system. The partial closure of national courts for several months has revealed a major vulnerability, generating significant backlogs. An efficient justice system is an important determinant of the business environment, as well as the good functioning of the internal market.

Furthermore, customs and tax administration have to process vast amounts of data and currently lack the digital tools - and lack of reuse of interoperable building blocks – to conduct such processes in an efficient and error-proof manner. These administrations also need to accelerate the on-going process of digitalisation, including to adapt to e-commerce.

As for healthcare, the limited digitalisation and low interoperability leads to repeated tests, increased costs for the budget, low access to healthcare and limited use and re-use of health data. This impacts on the development of new treatments and hampers health authorities from taking optimal, real time decisions. The provision of healthcare in rural

and remote areas would particularly benefit from modern, digital and interoperable services and systems.

Lastly, a public administration can do little without the many hands and brains that make up a civil service. Nevertheless, significant challenges remain to be addressed:

- **Ageing workforce, coupled with a difficulty to attract young talents:** the reduction in applicants for many national civil service competitions and the high turnover of staff reflect a generalised disenchantment by highly talented professionals to choose a career in the civil service. It is harder for the public administration to attract talent.
- **Weaknesses in the recruitment process:** the recruitment process does not adequately match the skills and expertise needed to fill current and future vacancies; there is poor workforce planning, the lengthy process often creates urgency to fill in vacant positions. Only a small part of vacancies is published – especially at (senior) management level - and there is little transparency of the outcomes of the recruitment process. Furthermore, external reviews outline that in some cases political affiliation matters more than real expertise or competence and that the equal representation of socio-economic groups in the public administration is not given adequate consideration.
- The competences of **civil service managers** need further strengthening, as recalled in Country Specific Recommendations: dealing with a changing world and addressing new challenges such as green and digital transition require an effective and efficient civil service management that should possess analytical, regulatory, delivery, coordination, and management capacities. This includes having the capacity to develop and implement strategies, including selecting and making investments to achieve policy objectives; ensuring stakeholder engagement; measuring the impact on the basis of reliable data; and achieving results that are compliant with EU law, such as rules on public procurement and State aid. These competences need to be further developed to maximise economic development and performance.
- **Lack of mobility:** the administration does not have an adequate mobility policy, not even for sensitive posts (e.g. civil servants managing funds). This generates demotivation among civil servants, especially the younger, who are less willing to do the same job for their entire life, and may negatively affect attracting young talents. The lack of mobility may also create an environment favourable to maladministration and corruption, especially for civil servants occupying sensitive posts.
- **New skill needs:** Public sector staff lacks necessary skills to judge, use and regulate many key areas of the digital transformation, including advanced computing, data infrastructure, governance and processing as well as cybersecurity, or advanced technologies like Machine Learning (ML). There is a pressing need to equip staff with the necessary basic **and advanced digital skills and to update these skills continuously.**

## b) Objectives

The overall aim is to increase the effectiveness, efficiency and relevance of government action, taking into account current challenges, needs, and expectations of both citizens and businesses. The component is in line with the country specific recommendations (CSRs) for the country for the years 2019 and 2020, which recommend improving the quality and effectiveness of public administration and the predictability of decision-making, accelerating anti-corruption reforms and the digitalisation of public services (CSR in 20XX). *[Please indicate how each reform and investment aims to address which specific CSRs in 2019 and 2020].*

The entailed package of reforms and investments pursue the following objectives:

1) **Better policymaking and implementation, enhanced transparency, trust and integrity in the public sector** - by streamlining the policy-making procedures, improving legislative procedures and approaches to regulation, better planning, evidence-informed practices, and inclusion of stakeholders; by ensuring a robust and digitalised market surveillance; by enhancing the regulatory frameworks, mechanisms relating to antifraud, integrity, the use of personal data, as well as by enabling a user-friendly digital environment and increased use of open data and novel tools in policy making;

2) **Digital transformation of public sectors, enhanced service delivery and protection for citizens and businesses** – by enhancing the regulatory framework and the digital solutions for public services benefitting both citizens and businesses. The aim is to foster public services that are, by default, digital, cross-border and interoperable; user-centric, inclusive and accessible; open and transparent; trustworthy and secure, and require users to supply information only once<sup>11</sup>.

3) **An attractive and dynamic civil service delivering for tomorrow** – by developing new competences and adapting management methods to cope with future challenges, including the digital and green transitions, in an efficient and effective way. Furthermore, the aim is to implement new recruitment procedures both for civil servants and managers to allow for more flexibility in working conditions and facilitate career mobility. These reforms will be accompanied by an investment in a competency model for civil service management, representing the backbone for continuous learning and development, through training programmes tailored to career development and sector-specific needs, to provide a stimulating environment where all talents can flourish.

4) **Strengthening the growth potential, the economic and social resilience and regional cohesion.** A predictable, transparent and trustworthy policy and regulatory environment, coupled with digital, user-centric and inter-operable public services and a modern, dynamic and attractive civil service, all these represent key enablers for ensuring a quick recovery and long lasting economic and social resilience.

The entailed reforms and investments will safeguard and improve the quality of jobs in public administration, and will also stimulate private investment and the creation of local jobs, particularly associated to the digitalisation of administrations and services, with spill-over effects

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<sup>11</sup> In line with the principles laid down in the eGovernment Action Plan 2016-2020 and the Tallinn Declaration on eGovernment.

<sup>11h</sup>

on the local economy, including in rural and remote areas (estimated to amount to X new jobs between 2021-202X nationwide).

In addition to contributing to the European Flagships ‘Modernise’ and ‘Reskill and upskill’, the proposed reforms and investments pursue a horizontal, common aim of enhancing the business environment and creating the right conditions for cross-border investments, thus also benefitting the Single Market.

**c) National strategic context**

These reforms are aligned with the directions set out in the national strategies (*examples could include: “Public Administration”, “Digital transformation of the administration”, “Anti-corruption Strategy”, “Health Strategy”*). In line with the national strategic objectives, the policy making process will be improved by enhancing the transparency and predictability of the decision making and the involvement of stakeholders, harvesting their valuable input in the legislative process and harvesting the benefits of modern digital technologies and applications.

Furthermore, national efforts aim at addressing the high level of perceived public sector corruption and enhance the integrity in the public sector, notably with a view to enabling a more transparent, trustworthy environment for citizens, businesses and investors.

The digitalisation of the public services and the connection of relevant national, regional and local databases and digital infrastructures to the European exchange systems are specific objectives included in the national strategy. Special focus is put on the digitalisation of the healthcare and judicial systems (administrative, civil and criminal justice), especially given the outstanding investment gaps in view of their modernisation, as well as on the acceleration of the on-going process of digitalisation of customs and tax administrations. Another specific objective is to enhance the cooperation with the private sector, with the start-ups and SMEs in the provision of digital solutions and applications.

Lessons learned from the evaluation of previous strategies outline the need of ensuring a better link between public policy objectives, transformation processes and related investments. So far, the interventions were scattered, poorly sequenced and partially achieved their objectives. In this regard, specific focus will be put on further developing the strategic planning and coordination capacity of the civil service. Strengthening competences of civil service will therefore be important, with particular attention to management and leadership skills, as well as to skills relating to digital and green transitions.

**3. Description of the reforms and investments of the component**

The following outlines a mix of reforms and investments of the component, developing some of the examples listed in section A.1. The separation of reforms and investment presented below is for illustrative purposes only. To the degree possible, their interlinkages and synergies should be explicitly mentioned and explained as part of their description.

*[These are examples. Member States are asked to be more specific and to provide a more detailed description of the specific context of each suggested reform and investment, in line with the template. This should also include a description on how the intended reforms and public investment projects reinforce the effects of one another and how the Member State seeks to ensure that they are of a complementary and coherent nature.]*

## a. Examples of reforms

*Reform 1.1: Increasing predictability and effectiveness, coherence and inclusiveness of policy-making through transparent planning, stakeholder consultation, evaluation, coordination and monitoring*

*(linked to) Investment 1.3: Setting up a user-friendly digital environment increasing the use of open data, Investment 1.4: Building capacities for the use of data and novel tools such as predictive analytics and AI*

**Challenge:** lack of predictability of public decision making, limited use of ex-ante and ex-post impact assessments (covering economic, social and environmental aspects), as well as the very short time allowed for stakeholder consultations, as recalled in Country Specific Recommendations and Country Reports (2019, 2020)

**Objective:** The aim is to limit the overall regulatory uncertainty that negatively impacts citizens and businesses.

The reform will introduce legislative, organisational and procedural changes in the policy making process. The new legislative proposals will result from a planned and coordinated process. The government will prepare an annual legislative plan. The legislative proposals will be subject to impact assessment and transparent public consultations. The annual legislative plans will be published on a single government portal, indicating the provisional timeline and responsible ministries and covering all planned primary and secondary legislation. Legislative plans will also identify the legislation that will undergo an ex-post evaluation of impacts. New procedures, tools and capacity building measures (trainings to individual administrations, development of reporting methods to monitor compliance with the plan) will be deployed to support the predictable, transparent, evidence-informed and open policy-making process.

The legislative proposals tabled by the members of parliament will be subject to the same standards for impact assessment, transparency and stakeholder consultations as those applied to the government.

**Implementation:** A unit in the Office of the Prime Minister will be set up and will be given the clear responsibility to ensure consistency in government action and approve the initiatives. All ministries will submit detailed legislative planning and each major legislative proposal approved by the government for submission will be accompanied by impact assessment.

The unit will aggregate and publish the legislative planning on a single government portal, indicating the provisional timeline and responsible ministries. The reform is directly linked to the proposed investments in setting up a user-friendly digital environment increasing the use of open data and in building capacities for the use of data and novel tools such as predictive analytics and AI.

Special attention will be paid to presenting the information in a user-friendly manner, to be immediately useful to citizens and businesses alike, including to cross-border businesses (i.e. user-friendly, predictable and updated content available in several EU languages). The portal will provide clear information on the consultation process (i.e. links to webpages for online consultations, draft proposals, submitted options and responses of the administration). The unit will monitor the implementation of the plan and at the end of the year will prepare a report on the implementation. The government will adopt and publish the reports on its website.

**Stakeholder involvement:** The review of the weaknesses in the current process will involve all ministries to identify legal and structural issues, capacity and process bottlenecks. An open consultation will take place to assess users' expectations and needs (accessibility) to related government website and consultation process in general. The new process and tools will be developed in a series of workshops with representatives of the central administration. Validation workshops and in-depth surveys among businesses will test the intended changes in the process before its approval.

**Impediments:** The Office of the Prime Minister should be open to swift re-organisations, so as not to delay the overall implementation of the reform. Any potential concerns of government services should be swiftly addressed through regular bilateral contacts and in-depth information sessions on the benefits of a centrally managed approach.

**Target population:** citizens and businesses benefitting from a stable and predictable regulatory environment

**Timeline:** The implementation period is estimated to be 34 months.

*Reform 1.2. Enhancement of the regulatory framework and strengthening of preventive and control mechanisms designed to combat fraud, notably in relation to public procurement, and preserve the integrity of public service*

*(linked to) Investment 1.3: Setting up a user-friendly digital environment increasing the use of open data*

**Challenges:** The lack of transparency in the public sector and its perceived corruption is affecting citizens' trust in their administrations and is negatively impacting social life and the business environment.

**Objectives:** The reform aims at putting in place effective and proportionate anti-fraud measures, including transparency, enhanced rules and procedures, the use of open data in order to prevent fraud and corruption.

The main envisaged changes relate to the revisions of the Law on Integrity and the development of new procedures and mechanisms, notably with a view to detecting and sanctioning conflict of interests and incompatibilities in relation to public procurement. Furthermore, the revisions will be accompanied by a diagnosis of particular sectors with high risk of corruption (public procurement, healthcare, financial and tax administrations), to allow sound, differentiated and effective approaches on preventive and sanctioning mechanisms.

Additional measures relate to increasing public sector transparency and integrity, notably to putting in place procedures and tools for the publication and re-use of open data for the implementation of the anti-corruption strategy.

The reform is directly linked to the proposed investment in setting up a user-friendly digital environment increasing the use of open data. More specifically, the reform envisages the use of the integrated Government portal to publish relevant information on the government activities, decisions, and expenditures, making existing information easier to analyse, process and combine, and allowing for a new level of public scrutiny, as well as allowing advanced search, analysis and understanding of public procurement processes and performance. The envisaged measures

Component example: ‘A public administration fit for the future’

will benefit citizens and businesses alike, enhancing trust, transparency, contributing to strengthening the business environment and the economic resilience.

**Implementation means:** A unit in the Office of the Prime Minister will be designated as responsible for the reform and it will work closely with the Ministry of Justice, Ministry of Finance, Ministry of Health, Ministry of Business Environment, Ministry of Public Administration, and National Agency for Public Procurement (or equivalent institutions).

The unit will prepare and manage external expertise to perform in-depth diagnostic of current legislation, its implementation, including enforcement of preventive and sanction mechanisms, vulnerable sectors with high-risk of corruption and to develop tailored roadmaps and substantive measures to address identified shortcomings and introduce new approaches. The responsible unit will coordinate the implementation of subsequent regulatory, procedural and operational changes and effectively monitor the first three years of implementation.

**Target population:** decision makers, civil servants and employees in the public sector

**Stakeholder involvement:** citizens and businesses will be consulted through a survey, to collect and validate data on vulnerable sectors, practices and risks, based on the indicators and results included in the recent international benchmarks on control of corruption and corruption perception. The results of the survey will feed into the diagnostic analysis. Likewise, the designated unit will set up a sounding board including representatives of civil society and businesses, to be involved in the development and testing of open data tools and applications.

**Impediments:** resistance to change from decision makers and public servants, political changes that may hamper commitment to the reform. These challenges will be addressed by putting in place a designated unit with a strong mandate and coordinating role and through establishing multi-lateral collaborations with the private sector and civil society.

**Compliance with State Aid Rules:** The proposed reform complies with State Aid rules by setting up a competitive system for procurement for any consultancy services.

**Timeline:** The implementation period is estimated to be 12 months.

*Reform 2.2: Deepening the digital transformation of public administrations, with a better use of public procurement to enable innovative GovTech solutions developed by SMEs and start-ups, including from rural areas*

**Challenges:** current inefficiencies in the market for digital public service solutions and better harvest the dynamic and innovative entrepreneurial ecosystems by incentivising the contracting of SMEs (and notably the start-ups) to develop small-scale, targeted and innovative solutions for the public administrations. To address the inherent bias of traditional procurement procedures for tried and tested standard, but non-innovative digital solutions

**Objectives:** The reform aims at deepening the digital transformation of public administrations, with a wider use and uptake of existing or new digital tools and a better use of public procurement for digital government solutions, to engage with a wider range of market players, including SMEs, innovative start-ups – including those located in the rural areas - and to facilitate the acquisition of innovative solutions. New strategies and practices, and where needed,

procurement rules would be better targeted to citizens' and public administrations actual and future needs. Open data will be used to make information more accessible and easier to monitor. Since the reform focuses on increasing competition, it will also contribute to reducing costs and maximise benefits, improving the efficiency of procured solutions and services and developing effective life-cycle costing. The measures envisaged will yield economic outcomes in the years and decades to come and contribute to strengthening economic resilience.

The main envisaged changes relate to the acceleration of the uptake of digital, with targeted support and the definition of strategies and processes. It also relates to the identification of solutions in open consultation with business developers, the research community, SMEs and citizens, as part of the procurement process. In this way, the reform will also enhance citizen participation and service co-creation, better matching the needs and enhancing the deployment of more effective public interventions. Rules and guidelines on the preparation of public procurement would need to be revised, accompanied by a public consultation and impact assessment framework and incorporating green public procurement criteria. Envisaged investments relate to setting up a platform for the re-use of digital solutions and the sharing of good practices.

**Implementation means:** A task force in the Ministry or department responsible for Digitalisation will be appointed in charge of the reform and will work closely with a sounding board representing the relevant public and private stakeholders, including SMEs, hubs, incubators. Through the Task force, the Ministry will prepare and manage external expertise to review current legislation/guidelines, and effectively monitor the first two years of implementation, and to establish new support schemes to public buyers.

**Targeted population groups and economic players:** public administrations, benefitting from support to design uptake strategies; small and medium-sized companies, with a specific focus on start-ups; Citizens as users of digital public services

**Stakeholder involvement:** An open consultation will take place to assess market players' expectations and needs as regards the participation in innovative interaction formats between public buyers and the market, including for green procurement. An in-depth survey among businesses will be carried out, with a focus on SMEs and start-ups, to understand how to increase and incentivise their participation in public procurement.

**Impediments:** risk aversion in the public sector; currently the market for digital public service solutions features as main providers major companies, which offer standardised services to public administrations at all levels. Resistance from these players would need to be overcome through establishing multi-lateral contacts and incentivising the collaboration with innovative start-ups, in line with antitrust rules. Furthermore, the innovative solutions developed need to be interoperable with existing databases and portals.

**Compliance with State Aid Rules:** As for the public procurement part, the proposed reform complies with State Aid rules by setting up strategies – and where appropriate rules - for better and competitive public procurement. The competition is open to all national and European economic players; eTranslation is used to facilitate the participation of foreign companies.

**Timeline:** The implementation period is estimated to be 36 months.

*Reform 3.1: Reviewing recruitment procedures to ensure talent-oriented hiring and the equal representation of socio-economic groups in the public administration*

**Challenge:** current gaps and mismatches in competences and management skills and to cope with future challenges, including the digital and green transition; to address high turnover of staff; to increase the transparency of the process.

**Objective:** to build transparent, merit-based and skills-based selection and recruitment processes for civil servant and managers and to ensure the equal representation of socio-economic groups in the public administration.

The reform introduces new planning processes and implementation tools through the adoption and implementation of a new HR policy on recruitment through legislative and non-legislative measures. The reform entails: a) an assessment of the existing HR policy; b) developing a plan, identifying and detailing the main interventions needed (such as, setting out new selection criteria and processes, setting up tools for publishing of vacancy posts etc.); c) carrying out an internal and external communication campaign on the new process and rules; c) planning and setting up organisational changes to ensure the administration is able to implement the new policy (e.g. training for members of selection panels; establishing a vacancy portal – with both external and internal interfaces, the latter to encourage internal mobility); d) setting quantitative and qualitative targets to be reached and a monitoring system to track the changes and adapt the implementation of the policies to improvement needs.

The envisaged measures are expected to yield positive economic and social outcomes and strengthened resilience, given the important role of a more transparent, effective civil service system to strengthen resilience and adequately address current and future challenges, including the digital and green transition.

**Implementation:** the Ministry of Public Administration (or equivalent institutions) will steer and coordinate the reform and underlying processes, in close collaboration with HR services of public administrations.

This intended reform is interlinked with *Investment 3.3: Development of a competency model for civil service management, with training programmes providing management/leadership, green and digital skills* and the two sub-components build upon each other to provide an attractive and dynamic civil service.

**Stakeholder involvement:** The managers of HR units and staff will be involved in the assessment, development and implementation of the new policy. Regular staff surveys will be carried out and their results will be fed back in the new HR policy implementation. Other managers from different services in public administration can be involved at different stages of the project, such as the assessment of the current HR policy etc.

**Target population:** civil servants and staff in the central administration

**Impediments:** Established internal practices that may hinder changes, limited/lack of political commitment.

**Timeline:** The implementation period is estimated to be 24 months.

## **b. Examples of investments**

*Investment 1.5: Building capacities for the use of data and novel tools such as predictive analytics and AI*

**Challenges:** Government data is not available across departments and sectors, and where it is available administrations lack infrastructure and adequately skilled staff to access, process and analyse large datasets, with particular gaps in Machine Learning Forecasting (predictive analysis), to identify the likelihood of future outcomes based on historical data. As a result, the government and the administrations have to rely on assumptions or rough estimates for policy or administrative decisions.

**Objectives:** Enable better government decisions through the early detection of trends both in internal operations as well as in relation to the scope of administrative intervention. The likely consequences of government decision will be more easily or precisely estimated and mitigation measures can be implemented. This investment also supports the implementation of the proposed reform relating to the increase of predictability, effectiveness, coherence and inclusiveness of policy-making.

**Implementation means:** The investment aims at establishing central facilities that support public sector bodies in drawing data driven insight for strategic decision making. This entails investment in necessary software and upskilling of staff, as well as the procurement of required consultancy. As a novel approach, the investments selected have been validated through tests involving the “Big Data Test Infrastructure” maintained by the European Commission or relevant “test before invest” activities undertaken in collaboration with a Digital Innovation Hub.

**Targeted population groups and economic players:** public sector bodies on all level of government.

**Stakeholder involvement:** European Digital Innovation Hubs will be consulted, bringing together expertise from academia, AI research institutions as well as GovTech companies

**Impediments:** The benefits of data analysis for policy design are not sufficiently known on the management level of all administrations. There might be fear on the side of political management to lose power to “experts”.

**Compliance with State Aid Rules:** The proposed reform complies with State Aid rules by setting up a competitive system for procurement. The competition is open to all national and European economic players; eTranslation is used to facilitate the participation of foreign companies.

**Timeline:** The implementation period should start as soon as possible, with projects completed until the end of 2023.

*Investment 2.3: Digitisation, interconnection and interoperability of registries and services for data exchange between national and European administrations; digital infrastructures linked with the European common data spaces, including the European Health Data Space*

**Challenges:** Currently data held by public authorities is stored in different registries and formats. The lack of data harmonisation and integration is an obstacle to efficiency and effectiveness of public service provision. This is also an obstacle for efficient reuse of data for the purposes of research and evidence-based policy making (secondary use of data) in the health and other sectors. Citizens and businesses have to provide evidence to government multiple times, because data cannot be exchanged automatically between authorities. There is a delay in the implementation of national measures and investments relating to the Single Digital Gateway Regulation ("SDGR"; Regulation 2018/1724). The deadline for the establishment and implementation of a technical system for the automated exchange of evidence between competent authorities in different Member States is 12 December 2023. Furthermore, by December 2023 the full digitalisation of 21 key national procedures is required under the SDGR, as well as the elimination of all obstacles to national online procedures for cross-border users.

Substantial investments are needed for connecting to the OOP technical system established by the Commission, against a very tight deadline. Additional investments are needed to making evidence available in electronic format and tagging existing electronic documents with metadata.

**Objectives:** The investment aims at harmonising and integrating existing base registries and databases, in line with the European Interoperability Framework and employing the common services (building blocks) maintained by the European Commission. It also aims at connecting relevant national, regional and local data sources and digital infrastructures to the European Once-Only-Principle (OOP) evidence exchange system, established by the Single Digital Gateway Regulation. Further investments will be earmarked for the digitisation of certificates and official documents, so that a greater number of evidences can be exchanged directly between relevant public authorities, nationally and via the European OOP technical system. At the same time, preparations have to begin to mainstream OOP as a general (voluntary) principle of citizen-government interaction, eventually integrating further databases from other public sectors, such as health or transport.

The investment also aims to support the access of authorities, policy makers, researchers and citizens to data, including health data, ensuring the portability of the data and strengthening interoperability between different data sources.

This sub component complements the investments planned for the digitalisation of the healthcare and justice systems, customs and tax administrations, providing interoperable, personalised and user friendly digital public services.

**Implementation:** A task force will be set up in the Ministry or department responsible for Digitalisation and will work closely with a sounding board representing the relevant public and private stakeholders. Through the Task Force, the Ministry will prepare and manage external expertise (consultancy services) to review and amend current legislation and effectively monitor the first two years of implementation.

The investments will cover tangible and intangible assets, as follows:

- Creation and upgrade of Base Registries and other authentic sources of information (at national regional and local level, including universities and any other entity owning and/ or holding evidences and/ or data in scope of the SDGR). The envisaged activities also cover

preparatory actions: digitisation of records; data cleansing and data cleaning; update and/or adaption of data models; connection to the core services of the OOP Technical System; deployment of eDelivery Access Points; connection to eGovernment Portals and other front-end applications; and/or connection to eGovernment Platforms/ Facilitation Platforms/ Data Platforms and/or intermediaries.

- Creation/upgrade of the eGovernment Portal and other front-end applications used by citizens and business to access the administrative procedures falling under the scope of the SDGR (i.e. currently managed by the Ministry of Home Affairs, Ministry of Finance, Ministry of Business environment, Ministry of health etc.). This will also include preparatory actions to establish conformity with the specifications and rules defined by the OOP Technical System: enablement of cross-border eID authentication; enablement of the Preview service; enablement of the Explicit Request service; connection to the core services of the OOP Technical System; connection to Base Registries and other authentic sources of information (at national regional and local level, including universities and any other entity owning and/ or holding evidences and/ or data in scope of the SDGR); and/ or eGovernment Platforms/ Facilitation Platforms/ Data Platforms and/or Brokers.
- Creation/upgrade of the eGovernment Platform/ Facilitation Platforms/ Data Platforms and/or Brokers: deployment of an eDelivery Access Point; deployment of a Service Metadata Publisher; deployment of an eIDAS node; upgrade or creation of a national register of authorities; upgrade or creation of a national register of data services; connection to the core services of the OOP Technical System; connection to Base Registries and other authentic sources of information (at national regional and local level, including universities and any other entity owning and/ or holding evidences and/ or data in scope of the SDGR); connection to eGovernment Platforms/ Facilitation Platforms/ Data Platforms and/or intermediaries; creation of data model transformation services; Creation of other added-value facilitation services.
- Full digitalisation of the procedures covered by the SDGR, elimination of obstacles for cross-border users in all national online procedures.
- Continue linking the ESPD (European Single Procurement Document) to the national databases and update the eCertis database
- Removing organizational and legal barriers in the health system by supporting the development, uptake and upgrade of Electronic Health Records, promoting tele-health and interoperability; support to setting up registries and data repositories in different areas (cancer, rare diseases/ERNs, genomics, etc.) and ensure their interoperability (with electronic health records, with other databases) at national and cross-border level; creation of health data authorization bodies and infrastructures and deployment of technologies allowing for the use and re-use of health data, supporting their federation at EU level and a secure and controlled access, linking-up to the European Health Data Space.

The implementation implies the procurement of services to establish the digital infrastructure and digitise official documents.

**Target population:** Citizens and businesses as users of public services in a cross-border context.

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**Compliance with State Aid Rules:** The proposed investment will be implemented following public procurement rules (open tender) and sound financial management principles, ensuring that the State pays a market price for the services procured, there will be thus no State aid granted.

**Timeline:** The implementation period should start as soon as possible, with projects completed by June 2024.

*Investment 2.4: Equipping the public sector to implement the European Digital Identity (eID) for authentication by national and cross-border users*

**Challenges:** Currently the use of national eIDs is limited to notified national electronic identities for access to online public service and our administrations largely revert to alternative authentication means (less trustworthy) or refrain from making sensitive procedures available online.

**Objectives:** to support the public administration to integrate and use the European Digital Identity in all online proceedings requiring authentication, thus enhancing the use of digital public services; to support public sector bodies in the production, management, consumption of digital credentials, attributes and certificates as part of a user centred digital identity ecosystem.

**Target population:** Public administrations as providers; national and foreign citizens as users.

**Implementation means:** Public procurement (open tender, framework contract with services differentiated by sector and administrative level)

**Compliance with State Aid Rules:** The proposed investment will be implemented following public procurement rules (open tender) and sound financial management principles. The State will thus pay market price for services procured, thus no State aid will be granted.

**Timeline:** The implementation period should start as soon as possible, with projects completed until the end of 2022.

*Investment 2.5: Digitalisation of the healthcare and justice systems, customs and tax administrations, with special focus on covering rural and more remote areas*

**Challenges:** limited endowment with digital technologies and infrastructures that currently prevent customs and tax administrations from fully exploiting the vast amount of data available and from better adapting to e-commerce, and that hampers the progress with the digitalisation of the judicial and healthcare systems. Additionally, it leads to repeated costs and inefficiencies in decision making processes.

**Objectives:** to support the customs and tax administrations and the healthcare and justice systems with digital technologies and infrastructure, facilitate the exchanges of data within EU systems (including Single Digital Gateway) and enhance overall resilience of the systems; to strengthen the interoperability of electronic health records, introduce tele-health and allow for the use of data for healthcare, research and policy making.

The investments cover several components, as follows:

- Review of processes, organisational and technical systems and develop new digital solutions and applications, determine the type and volume of investments, while ensuring

Component example: 'A public administration fit for the future'

inter-operability with national and European databases and IT systems. For the tax and customs administrations, a specific focus will be on e-commerce, as well as on data exchanges in cross-border situations;

- Creation/upgrade of digital applications, purchase of IT software and hardware, etc. For instance, the investment will focus on upgrading the national capabilities to ensure the implementation of the e-Commerce VAT rules by July 2021, putting in place rapid digital solutions to help our customs and tax administrations to deal effectively and efficiently with growing e-commerce shipments and to facilitate the fight against tax avoidance.
- Furthermore, the investments will accelerate the digitalisation of judicial procedures, focusing on: the handling of cases by the judicial institutions; the exchange of information and documents with parties and lawyers; the continued and easy access to justice for all; the interoperability of different systems developed at national level.
- Investments to accelerate the take up of tele-health with a special focus on rural and remote areas (including telemedicine, tele-monitoring, virtual consultation panels and m-health solutions), the development interoperable electronic health records, deployment of AI tools supporting diagnostics and treatment, capacity building for e-health authorities and authorities dealing with secondary use of health data.
- Likewise, support will be provided to enhance the Data Analytics capabilities for both customs and tax administrations. These investments are also linked to the TAXUD Data Lab due to be available as of 2021, supporting the timely deployment of ICS2 and CESOP, as well as to setting up a database of risky operators at EU level, in close cooperation with Frontex and EUROPOL.

**Target population:** customs and tax administrations, healthcare and justice system, citizens and businesses as users of public services in a cross-border context

**Implementation means:** Public procurement

**Compliance with State Aid Rules:** The proposed investment will be implemented following public procurement rules (open tender) and sound financial management principles. This will ensure that the State will pay market prices for services procured, thus no State aid will be granted.

**Timeline:** The timeline for implementation is expected to be between 2022 and 2025.

*Investment 3.3: Development of a competency model for civil service management, with training programmes providing management/leadership, green and digital skills*

**Challenges addressed:** the civil service managers in the public administration are insufficiently endowed with the right skills and competences, to tackle both current and future needs and challenges in the best possible way, i.e. those related to green and digital transition, to be able to plan, design and implement an unprecedented volume of public investment in a strategic manner to recover from the economic downturn caused by the pandemic and strengthen resilience.

**Objective:** to develop a strategic learning and development framework (competency model) for civil service management based on a sound needs analysis, accompanied by training programmes providing management/leadership, green and digital skills.

The strategic learning and development framework will include four key components: a) identification of key skills and competences required for management functions and including these in a national Competency Model for the Civil Service Management; b) design and implementation of a self-assessment instrument for services to help them identify competency gaps; c) establish a stable framework of training institutions and develop learning and development plans, based on the identified needs; d) development of training programmes adapted to different types of needs (management and leadership skills, horizontal/professional skills and sector specific skills), training evaluation mechanisms, customised for online and class room training; e) development of mechanisms linking the training and development of staff with career paths; f) financial planning and allocation of the necessary training budgets across administrations. A parallel fast-track development path will be used for identifying and strengthening skills and competences needed for speedy realisation of green and digital transition and strengthening resilience.

**Implementation:** The Ministry of Public Administration will steer the process and be responsible for coordination with other ministries and the school for public administration. Peer support will be sought from Member States that have relevant experience. To ensure timely implementation human resources will be mobilised in all services concerned.

**Stakeholder involvement:** To ensure wide ownership of the strategic framework and its implementation a participatory approach involving stakeholders at all levels and across services will be used for the design process. Both internal stakeholders, i.e. representatives of the civil service, and external ones benefitting from the services provided by the civil service will be engaged.

**Target population:** managers and civil servants from central and local administrations

**Impediments:** Established practices that may hinder changes.

**Timeline:** The implementation period is estimated to be 24 months.

#### 4. Green and digital dimensions of the component

- *Green transition*

The (proposed) Regulation COM(2020) 408 establishing a Recovery and Resilience Facility sets a binding target of at least 37% of the plan’s total allocation to contribute to the climate mainstreaming<sup>12</sup>.

Public administrations have a key role in translating EU policy goals into the national context and need to develop the right policy levers and incentives, in an inclusive manner, as well as to allocate and manage the necessary public investments. They are responsible for adapting the capabilities and the existing infrastructure. In addition, sustainable public procurement has a large potential to accelerate the green transition and should be further promoted. There is a

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<sup>12</sup> Communication COM(2020)575 on the Annual Sustainable Growth Strategy 2021 sets out a climate target of 37% for each national Recovery and Resilience Plan, to follow the commitment of the European Council of July 2020. This is reflected in the 7th compromise proposal put forward by the German Presidency on the proposal for a Regulation COM(2020)408 as a Council negotiating mandate.

considerable potential as - public procurement accounts for over 14 % of the EU’s GDP. The integration of life-cycle costing into procurement has economic and environmental benefits, but this potential has been rarely exploited.

Public administrations need to reduce their own environmental impact, become climate neutral, and manage climate and environmental risks. The climate and environment challenges require foresight and strategy capabilities new skills and capacities for holistic, evidence-based and innovative policies and government processes. For instance, better policy-making includes ex-ante assessment of potential environmental impacts of the policy proposals and contributes to the green transition objectives.

Furthermore, the digitalisation of public services included in this component contributes to reducing citizens’ use of means of transportation (to go in person to administrations), thereby contributing to reducing GHG emissions. This effect is not offset by the energy consumption of the digital devices, which is negligible, especially when mobile devices are used. *(to be reflected in Table 1 below, if relevant, and to provide more details on how the expenditures of each investment/reform relate to the climate target, including an explanation for the intervention fields made in Table 1)*

In addition, the component proposed measures contribute to the green transition, taking into account the six climate and environmental objectives as defined in Regulation (EU) 2020/852 (Taxonomy Regulation). *[Provide more details, justification and evidence on how exactly the measures contribute to the environmental objectives as defined in Regulation (EU) 2020/852 (Taxonomy Regulation)].*

There are clear commitments and mechanisms in each of the reform and investment to ensure that the *do no significant harm* principle is respected and effectively implemented for the other environmental objectives as defined in the EU Taxonomy Regulation. *[Further details, evidence and justification needed to explain how each reform/investment relates to the ‘do no significant harm’ principle defined in Regulation 2020/852 (Taxonomy Regulation).]*

- **Digital transition**

The (proposed) Regulation COM(2020) 408 establishing a Recovery and Resilience Facility sets a binding target of at least 20% of the plan’s total allocation to contribute to the digital transition or to the challenges resulting from it<sup>13</sup>.

The reforms and investment actions outlined contribute to a coherent, coordinated approach towards digital government, as well as a more effective and integrated implementation of European digital government policies. The measures proposed will benefit public administrations, citizens and businesses and contribute to more citizen-centric, inclusive, trusted, secure, autonomous, innovative, cross-border and interoperable digital public services in Europe. They will also contribute to regional cohesion.

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<sup>13</sup> Communication COM(2020)575 on the Annual Sustainable Growth Strategy 2021 proposes setting a 20% digital target for each national Recovery and Resilience Plan. This was endorsed by the European Council of 1-2 October. It is reflected in the 7th compromise proposal put forward by the German Presidency on the proposal for a Regulation COM(2020)408 as a Council negotiating mandate. See Article 15(3)(c1) which sets out the 20% digital target, based on a methodology for digital tagging set out in Annex III.

Component example: ‘A public administration fit for the future’

By comprising X% digital expenditures (*to be reflected in Table 1 below, where relevant*) this component contributes significantly to the 20% digital target set out in Article 15(3)(c) of the (proposed) Regulation COM(2020) 408 [*where relevant, provide more details on how the expenditures of each investment/reform relates to the digital target, including an explanation for the choices made in Table 1, in particular if you choose to increase the coefficients for support to the digital objective from the values set out in Annex III of the (proposed) Regulation COM(2020) 408 as amended by Council*].

Furthermore, this component contributes to the flagship initiative ‘Modernise’ and to the forthcoming reinforced digital government policy, which the Council called upon the Commission to propose on 9 June 2020.

*[Please fill in Table 1 from the template on the contributions of the measures to the green and digital transitions.*

*Please note that when relevant investments/reforms contribute to the mutually reinforcing goal of the twin transition, Member States can simultaneously associate those to both one green intervention field and one digital intervention field.*

*The Table is only provided for illustrative purposes and does not reflect the ongoing work for the definition of a common methodology to track digital expenditures.]*

Component example: ‘A public administration fit for the future’

Table 1. Green and digital impact							
Please indicate if 0%, 40% or 100% of the reform/investment contributes to the objective. For reforms/investments and the climate objective, Member States should use the methodology for climate tracking applied for cohesion policy funds, in particular as set out in Table 1, Table 4 and Table 6 of Annex 1 to [Common Provision Regulation COM(2018) 375] and justify their choice, in particular for reforms. For reforms/investments and environmental objectives, they are invited to follow the same methodology. In both cases, please indicate the relevant intervention field for every reform/investment by choosing the most appropriate one. If several ones can be applied, the Member State should motivate why they choose the selected one. For green objectives, Member States are invited to indicate that the do not significant harm (DNSH) principle is respected defined in Regulation 2020/852 (Taxonomy Regulation).							
Short title	Green objectives				Digital objectives	Transition challenges	
	Climate	Environmental	Intervention field	DNSH		Green	Digital
	Tag	Tag					
Reform 1.1: Increasing predictability and effectiveness, coherence and inclusiveness of policy-making through transparent planning, stakeholder consultation, evaluation, coordination and monitoring	0%	0%	n/a	yes			
Reform 1.2: Enhancement of the regulatory framework and strengthening of preventive and control mechanisms designed to combat fraud, notably in relation to public procurement, and preserve the integrity of public service	0%	0%	n/a	yes	0%		
Investment 1.3 Setting up a user-friendly digital environment increasing open data use, transparency and interaction with citizens and businesses	0%	0%	n/a	yes	100%		
Investment 1.4: Building capacities for the use of data and novel tools such as predictive analytics and AI	0%	0%	n/a	yes	100%		
Reform 2.1: Personal data strategy allowing citizens to monitor the use of personal data held by public administrations	0%	0%	n/a	yes	100%		
Reform 2.2: Deepening the digital transformation of public administrations, with a better use of public procurement to enable innovative GovTech solutions developed by SMEs and start-ups, including from rural areas	0%	0%	n/a	yes	100%		
Investment 2.3: Digitisation, interconnection and interoperability of registries and services for data exchange between national and European administrations; digital infrastructures linked with the European common data spaces, including the European Health Data Space	0%	0%	n/a	yes	100%		
Investment 2.4: Equipping the public sector to implement the European Digital Identity (eID) for authentication by national and cross border users	0%	0%	n/a	yes	100%		
Investment 2.5: Digitalisation of the healthcare and justice systems, customs and tax administrations, with special focus on covering rural and more remote areas	0%	0%	n/a	yes	100%		
Reform 3.1: Reviewing recruitment procedures to ensure talent-oriented hiring and the equal representation of socio-economic groups in the public administration	0%	0%	n/a	yes	0%		
Reform 3.2: Reviewing civil service regulations to allow more flexible working conditions and to encourage career mobility	0%	0%	n/a	yes	0%		
Investment 3.3: Development of a competency model for civil service management, with training programmes providing management/leadership, green and digital skills	0%	0%	n/a	yes	0%		

## 5. Milestones, targets and timeline

### Table 2: Milestones and targets.

#### Examples of milestones and targets to measure progress in implementation:

#### **Reforms**

- Reform 1.1: new planning procedures fully implemented by date x, the first report on the implementation of the legislative programme by date x, by date x % of government legislative proposals adopted in line with timeline set out in the annual plan, % of legislative proposals accompanied by an impact assessment;
- Reform 1.2: diagnostic and recommendations finalised by date x, Integrity Law revised by date x, enhanced mechanisms for fraud-prevention and sanction by date x, open data portal operational by date x;
- Reform 2.2: legal rules to be adopted by date x, first calls to be organised by date x, first two reviews of the impact of the new legislation and subsequent modification: by date x, by date y;
- Reform 3.1: policy review and recommendations ready by date x, policy to be operational by x date, monitoring and intermediate evaluation report finalised by date x;
- Reform 3.3: competency model for the Civil Service Management will be finalised by date x, the assessment instrument will be ready by date x and the curricula for training programmes by date y, the mechanism for delivery of training programmes for the civil service will be set up by date x, the complete framework will be finalised by date x.

#### **Investments**

- Investment 1.5: first calls to be organised for date x. First two reviews of the impact of the new facilities in: date x, date y;
- Investment 2.3: the national digital infrastructure will be fully connected to the European OOP system by date x, the digitisation of evidence for all evidence types relevant for the procedures in Annex II SDGR will be completed by date y;
- Investment 2.5: review and recommendations finalised by date x, package of investments relating to e-commerce finalised by date y (e-Commerce VAT), package of investments relating to data analytics and inter-operability finalised by date x, package of investments relating to the justice system finalised by date x

[Only three examples are shown here for illustrative purposes, directly in the text. Actual RRP's should include this information in the Excel files attached to the template.]

Milestones and targets											
Related reform or investment	Milestone or target name & number	Qualitative indicators (for milestones)	Quantitative indicators (for target)			Timeline for completion (indicate the quarter and the year)	Data source /Methodology	Responsibility for reporting and implementation	Description and clear definition of each milestone and target	Assumptions/ risks	Verification mechanism
			Unit of measure	Baseline	Goal						
Component 1											
Reform 1: Increasing predictability and effectiveness of policy-making through transparent planning, policy coordination and monitoring	1. By date X, appoint responsible unit bringing together all relevant stakeholders	Appoint responsible unit, first report of the unit reviewing the gaps in the current processes and making concrete recommendations on the necessary legislative, organisational, technical changes needed to increase transparency and quality of planning, as well as to improve coordination The Office of the Prime Minister officially endorses the first report the recommendations of the responsible unit	responsible unit	0	1	Q2/202x (t + 8 months)	Office of the Prime Minister, <i>add relevant data source, methodology</i>	Office of the Prime Minister	The Office of the Prime Minister gives the responsible unit force a clear mandate, mission statement and financial means to operate efficiently. The unit organises workshops with central administrations -staff and as well as political advisers to the ministers -involved in the policy making process to map the current process and identify the key issues. The unit also organises discussions with parliament and various stakeholders. The Office of the Prime Minister ensures that the recommendations made by the unit are assessed within a reasonable amount of time (maximum 2 months) and the results of the assessment will be endorsed by the Government	Difficult collaboration between central administrations. Distrust between civil servants and political advisers. Reluctance of the parliament to engage. / Organizing transparent consultation meetings and workshops	Minutes from meetings, report with analysis, Proposal for change of the legislative process
	2. By date x+y months new procedures and tools to support the predictable, transparent and open policy-making process are established	The necessary changes in the primary and secondary legislation for the policy making process will be adopted. The organisational set up and processes are established. The IT tools to support the planning, coordination and consultation process are developed. A clear monitoring process is	Website for consultations	0	1	Q2/202x (t + 12 months)	Office of the Prime Minister, <i>add relevant data source, methodology</i>	Office of the Prime Minister	All aspects of the new process are developed, including amendments of primary and secondary legislation, internal rules and procedures. The supporting tools are developed and the website of the	sophisticated IT tools, for which procurement and development could turn out lengthy. The challenges can be solved by upgrading the IT tools and portal to	Amended legal act Statute of the Office of the Prime Minister Rules and

Component example: 'A public administration fit for the future'

	established.							government is upgraded to ensure easy and transparent access to consultations...	allow new features and applications	procedures on Website Govt.
3. By date x+ y months z number of staff trained	The responsible unit in the Office of the Prime Minister, as well as the policy and coordination units of the ministries are trained to implement the new rules and procedures. Regular trainings on impact assessment and other aspects of the policymaking are included in the training programme for the civil service.	Number of staff trained	0	200	Q4/202x (t + 22 months)	Office of the Prime Minister, <i>add relevant data source, methodology</i>	Office of the Prime Minister	The staff from the responsible unit in the Office of the Prime Minister, as well as the policy and coordination units of the ministries will attend the necessary training.	Different workloads and agendas could prevent staff from policy and coordination units of the ministries to attend the training sessions simultaneously. Flexible training formats, including case studies, online sessions and online material accessible before/after training will be provided.	Training materials
3. By date X+ y months the integrated legislative plan is endorsed by the Government and published	The first integrated legislative plan of the government is endorsed by the Government published on its website.	na	na	na	Q4/202x (t + 24 months)	Office of the Prime Minister <i>add relevant data source, methodology</i>	Office of the Prime Minister	The responsible unit under the Office of the Prime Minister consolidates all legislative proposals from line ministries. The Government endorses it through official act and the unit publishes the legislative plan on the upgraded portal	Difficult collaboration between central administrations, mitigated by the trust and know hoe in the new system, stemming from training sessions, clear roles and responsibilities, provision of use friendly tools	Government official act Website of the government
4. By date x+ y : % of government legislative proposals included the annual plan  % legislative proposals published on the government website for consultation  % of legislative proposals accompanied by an impact assessment	The first annual report on the implementation of the legislative programme of the government is published and confirms the achievement of the set quantitative targets	% of proposals included in the annual plan  % legislative proposals published on website for consultation  % of legislative proposals accompanied by an impact assessment	0%  70%  50%	75%  100%  80%	Q4/202x (t + 32 months)	Office of the Prime Minister, <i>add relevant data source, methodology</i>	Office of the Prime Minister	The first reporting on the basis of targets proposed in the initial recommendations	Smooth functioning of the task force to monitor and evaluate progress	Website of the government  Website of the parliament Report of the government  Databases on the policymaking or legislative process
Reform 2.2: Deepening the digital transformation of public administrations, including with a better	1. by date X set up task force bringing together all relevant stakeholders	n/a	n/a	n/a	Q2/202x (T + 3 months)	Ministry of Digitalisation, <i>add relevant data source, methodology</i>				

Component example: 'A public administration fit for the future'

use of public procurement to enable innovative GovTech solutions developed by SMEs and start-up, including from rural areas	2. by date x+y months online Consultation finalised											
	3. by date x+y Legislation amended											
	4. by date x+y Four calls for procurement via hackathons											
	5. By date x+y months:  <i>Number of digital solutions developed in the hackathons</i>  <i>Number of public procurement contracts on services developed during hackathons</i>  <i>Share of SMEs providing digital services for the Government Evaluation report</i>											
Investment 3.3: Development of a competency model for civil service management, with training programmes providing management/leadership, green and digital skills	1. Report on the mapping of skills and competences required											
	2. Self-assessment instrument ready											
	3 A training programme addressing competences required, including in particular those linked to green and digital transition (fast tracked), finalized and launched											
	4 .By date x+y months: % services using the assessment instrument  % of civil service managers trained (digital and green transition skills)  % of civil service managers trained (management/leadership skills)						t					

## 6. Financing and Costs

[Member States should provide information on the total estimated cost of the component, backed up by appropriate justification. This should be complemented by the appropriate detailed justification on the plausibility and reasonability of the estimated costs, as explained in the guidance. The justification can be annexed to the RRP. While the table is introduced directly in the text, actual RRP should include this information in the Excel files attached to the template.]

Table 3. Estimated cost of the plan															
Component (name)	Investment/Reform (short description or cross-reference)	Relevant time period	Total estimated costs for which funding from the RRF is requested (mn/bn national currency, e.g. mn EUR)	If available: Total estimated cost by year (mn/bn national currency/EUR)							Funding from other sources (as requested by Art. 8 in the Regulation)				COFOG level 2 category / or type of revenue (if relevant, e.g. tax expenditure)
				2020	2021	2022	2023	2024	2025	2026	from other EU programmes		from the national budget	Other sources (please specify)	
											mn.bn nat. currency	specify the EU programmes and breakdown by programme if relevant (e.g. regional operational programme)			