



European
Commission

RECOVERY AND RESILIENCE SCOREBOARD

NEXT
GEN
EU

Thematic analysis

Modernisation of public administration and the
delivery of public services

December 2021



This paper is part of a series of thematic analysis undertaken by the European Commission to illustrate the impact of the Recovery and Resilience Facility (RRF). The RRF is the European Union's largest ever funding instrument and is intended to support European economies and societies to recover from the Covid-19 pandemic and build resilience against future shocks. EU Member States commit to implement ambitious reforms and investments and receive funds from the RRF when they achieve these commitments.

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Policy Overview

The Commission is developing an indicator-based assessment framework for public administration with the intention of capturing public administrations' strengths and weaknesses in policymaking, human resources management, service delivery, accountability and public financial management. The framework is inspired by the Principles of Public Administration developed by SIGMA, a joint initiative between the EU and the OECD.¹

The public administration policy area covered in this fiche focuses on measures linked to four of these principles:²

- **Policy planning, policy coordination and policy development:** this framework assesses the extent to which the centre of government institutions fulfils all the functions critical to a well-organised, consistent and competent policy-making system and the extent to which policy making is evidence-informed, it enables the active participation of society, legislation is stable over time and the EU acquis is properly, timely transposed and implemented.
- **Civil service and human resource management:** this policy area evaluates the educational attainment level and skills of public sector workers, whether direct or indirect political influence on senior management positions in the civil service is prevented and the professional development of public servants is ensured by fair performance appraisals. It also assesses measures to promote integrity in the public sector.
- **Service delivery:** this policy area assesses whether there exists a citizen-oriented services delivery policy and if there are mechanisms for ensuring the quality and the accessibility of public services.
- **Public financial management:** this policy area looks into selected features of the government's budget framework such as the quality of the government financial reporting. It also evaluates the quality of Member States' public procurement and tax administration.

Public administration measures linked to the digitalisation of the public administration are addressed in the digital public services fiche, measures related to judicial systems, the accountability of the government and anti-money laundering are considered in the rule of law fiche and measures connected to the fight against corruption are addressed in the anti-corruption fiche. Finally, measures to combat aggressive tax planning will be found in the fiche on taxation while measures linked to the management of EU funds will be studied in the fiscal policy /reforms fiche.

Public administrations play a vital role in modern societies. They are also responsible for creating the conditions allowing citizens and businesses to exercise their rights and engage in economic or non-economic activities. They are key providers of basic services and shape the framework for access to and provision of public services. They provide infrastructure and play an instrumental role in redistributing resources as well as fostering territorial cohesion.

Efficient public administrations are essential for the development of businesses and the provision of quality services to citizens and professionals, which are key elements to attract investment. Measures to increase transparency are also essential to prevent corruption.³

¹For details see: [http://sigmaweb.org/publications/Methodological-Framework-for-the-Principles\[1\]of-Public-Administration-May-2019.pdf](http://sigmaweb.org/publications/Methodological-Framework-for-the-Principles[1]of-Public-Administration-May-2019.pdf)

²Accountability principle is dealt with in another thematic fiche.

³This element will be developed further in a dedicated fiche for anti-corruption.

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Public administrations face an increasingly complex and unpredictable environment. The COVID pandemic is a case in point. It has also shown the need for public administrations to respond faster to new problems and demands from citizens and businesses.

The ongoing digital, demographic and green transitions require public administrations to make organisational, technological and cultural transformations. These challenging transitions also present clear opportunities for improvement.

A recent Commission publication highlights five major challenges to which public administrations need to adapt.

- Firstly, the unprecedented speed of technological change focused on citizens needs requires adapting public administrations' working methods at a faster pace.
- Secondly, the impact of demographic changes and the increasing skills shortage, which calls for new approaches to ensuring a professional and stable public administration workforce.
- Thirdly, the increasing complexity of policy issues, requiring, among other things, innovative policy making, stronger cooperation between public administrations and strengthening the capacity of civil servants to act on evidence.
- Fourthly, the green transition, which calls on public administrations to lead the transition through the regulatory, budgetary, energy and green procurement dimensions.
- Lastly, the increasing competition for limited public funds, which calls for sound public financial management.

Well-functioning public administrations have the potential to design and ensure timely implementation of reforms and investments. This is because governments relying on evidence-informed policymaking and a culture of ex-ante and ex-post evaluation are able to design meaningful reforms and prepare efficient investment projects. Well-functioning public administrations are also in a better position to ensure effective implementation of those reforms. The same applies to investments, including through open and transparent public procurement practices that need to be effective in attracting bidders, including SMEs, and deliver better value for money and social return.

In terms of the RRF priorities, well-functioning public administrations have the potential to address the challenges linked to the green and digital transitions. This is because the twin transition requires proper planning and coordination capacities, skilled and professional public sector workers and sound public financial management. Their effectively endorsed responsibility towards stakeholders and other public sector institutions through appropriate accountability mechanism makes them more open and more responsive to citizens.

The quality of public administration varies visibly across Member States. As a large body of evidence witnesses (e.g. the OECD's Government at a Glance and the Commission's own work on public administration), there is room for improving country performance. While some Member States lead world indices for government effectiveness, others need to catch up. Against this backdrop, the European institutions have recommended EU Member States to improve the functioning of public administrations through reforms aiming to strengthen public financial management, evidence-informed policy making and public service delivery, including through investments in digital technologies. Over the past 10 years, there have been 170 country-specific recommendations encouraging such measures and monitoring their implementation in more than 20 countries.

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One of the functions of public administration is to manage public procurement, a complex responsibility that public administrations are unevenly equipped to deal with and which is additionally a major source of errors in EU spending. There is room to improve the level of publication of calls for tender in several EU Member States to increase transparency, notably at regional and local level. In some Member States, tendering procedures can last up to 200 days between the publication of the tender and the contract award. Similarly, in many Member States, procedures too often attract only one bidder, if any bidder at all, and fail to attract SMEs. The European Court of Auditors has regularly flagged the problem of errors in the EU budget due to ineligible expenditure resulting from irregularities in procurement procedures. At the same time, public procurement has the potential to be a strategic tool for making our societies greener, more innovative and socially responsible.

The Recovery and Resilience Facility offers unprecedented resources to Member States to undertake investments and implement reforms needed to improve public administration performance. In turn, these reforms and investments are expected to reinforce the public administration's ability to implement effectively their own recovery and resilience plan. In some cases, the planned reforms may take several years to bear fruit, especially in countries with large performance deficits. It is therefore important for these countries to take steps now with a view to bridging those gaps in the near future.

The COVID pandemic has demonstrated the capacity of public administrations to move quickly and adapt to changing conditions. Teleworking and the digitization of working methods are a case in point. Moreover, governments have also worked more collaboratively (e.g., working across silos) to solve interconnected problems. This momentum for reforms and for embracing change should therefore be maintained.

The Commission has been actively cooperating with the Member States to help them improve the quality of their public administration. To this end, the Commission has developed a wide range of instruments over time.⁵

- Firstly, through the European Semester, the Commission helps detect the challenges for each country's administrative system. In addition, Commission-produced scoreboards such as the Single Market Scoreboard and the Digital Economy and Society Index (DESI) and eGovernment benchmark reports provide an overview of the performance of Member States' public administrations and help identify and monitor the root problems.
- Secondly, through the Technical Support Instrument (TSI), the Commission provides tailor-made expertise to help Member States design, develop and implement growth-enhancing reforms in a large number of policy areas.
- Thirdly, the European Commission has developed a number of competency frameworks for specific domains of public administration. Among others, these include a competency framework for customs officers (CustCompEU) and tax officers (TaxComEU), and a competency framework for managing the European Regional Development Fund and the Cohesion Fund. In the public procurement area, the ProcurCompEU competency framework aims to develop the procurement profession as a strategic function.
- Fourthly, the cohesion policy instruments and sectoral programmes have been helping to build administrations' specific capacity and improve their management of the funds. Over 2014-2020, 14 EU instruments provided some EUR 9 billion to support public administration. Several tools supporting administrations managing and implementing cohesion policy programmes have been made available by the Commission. These include a practical toolkit for developing roadmaps for administrative capacity building, a self-assessment instrument designed for managing authorities, 'TAIEX-REGIO Peer2Peer' and 'REGIO Communities of Practitioners' for peer exchange and networking, 'Integrity Pacts', a strategic training programme for Member State experts with focus on public procurement, state aid and prevention of fraud and corruption, and an online 'EU Funds Anti-fraud Knowledge and Resource Centre'.

⁵ European Commission (2021) – SWD(2021)101 – Supporting Public Administrations in EU Member States to Deliver Reforms and Prepare for the Future

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→ Lastly, the Commission promotes research and innovation in the area of public administration. Horizon 2020 has provided approximately EUR 188.5 million in funding for over 55 research and innovation projects on e-government and digital transformation, involving over 500 different entities from across more than 35 different countries (mostly Member States). Its successor, Horizon Europe, will continue to support such innovation through dedicated actions, especially as regards the green and digital transitions, and the Horizon Europe missions.

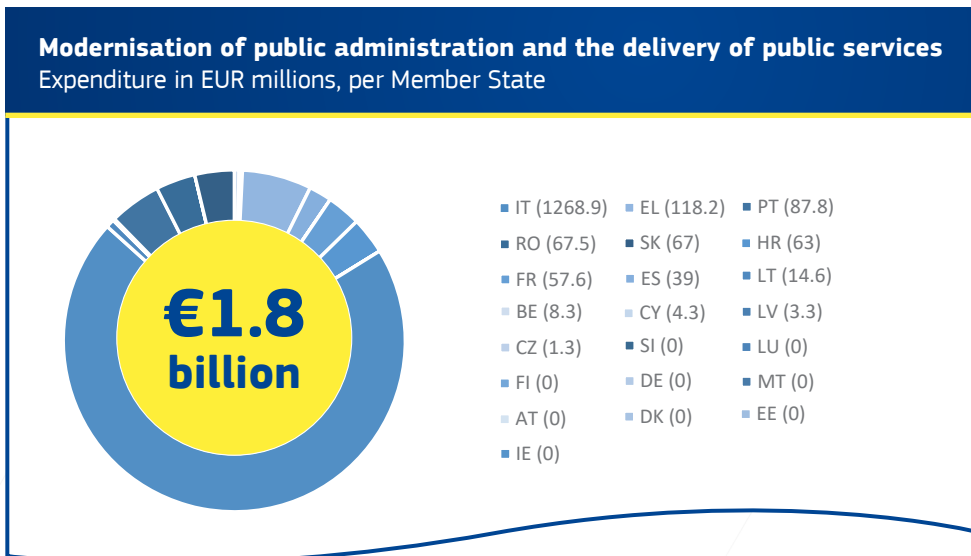
In order to further strengthen the thematic collaboration and dialogue with the Member States, the Commission will set-up an experts group on public administration. The group will bring public administrations at central, regional and local levels together to identify approaches to address their challenges and develop capacity for the sound implementation of the Union policies.

A Communication outlining the EU principles of good public administration is expected to result from this exercise.

Public administration in the recovery and resilience plans

Overview of the plans

Public administration modernisation features prominently in many recovery and resilience plans. An analysis of the measures⁶ in the 22 plans endorsed by the Council to date⁷ shows that 71% of these measures are reforms and 29% investments. Therefore, most Member States concentrate their efforts on implementing reforms for the improvement of this sector and in many instances these reforms



do not have any associated costs (in the case of Austria, Germany, Denmark, Estonia, Finland, Ireland, Luxembourg, Malta and Slovenia) or have a limited amount allocated (in the case of Belgium, Cyprus, Czech Republic, Spain, France, Latvia, Portugal and Romania). Nevertheless, around EUR 1.8 billion are expected to be invested in the enhancement of the effectiveness of public administration and national

systems, including minimising administrative burden. This corresponds to 0.25% of the total grants and loans under the RRF.

⁶ The figures in this thematic analysis are based on the pillar tagging methodology for the Recovery and Resilience Scoreboard and correspond to the measures allocated to the policy area "Effectiveness of public administration and national systems, including minimising administrative burden" as primary policy area.

⁷ Austria, Belgium, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Portugal, Romania, Slovakia, Slovenia, Spain

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Investments

Across all 22 endorsed plans, an emphasis on investments focused on public service delivery can be observed. Indeed, many of the overall investment measures related to public administration aim to implement citizen-oriented services delivery policies or put in place mechanisms to ensure the quality and the accessibility of public services.

Measures that target policy planning, policy coordination and policy development, civil service and human resource management and public financial management can also be found in a majority of endorsed plans.

Some commonalities have been observed among the public administration investments found across all recovery and resilience plans:

An emphasis on service delivery. For several Member States, strengthening the accessibility of healthcare and the procurement of medical equipment is a priority, as is the reinforcement of public employment services.

Improving the policy-making process. Among the Member States that put forward policy-making improvements, several aim to do so by digitalising various areas of public administration while some place the emphasis on the standardization of public data, information security and support functions.

A focus on the training and development of civil servants. The investments proposed by many Member States also focus on the improvement of skills, with the training of civil servants and healthcare professionals being a key deliverable. Digital training is particularly emphasised.

Improving public financial management. Several Member States put forward investments for the quality and efficiency of public procurement by improving IT systems and platforms and digitizing the public procurement process among other things.

Reforms

Most endorsed plans contain reforms linked to public administration. When looking at all the public administration reforms contained in these plans, measures aimed at reforming policy-making, the delivery of public services, the civil service and public financial management, have been included.

The public administration reforms in the RRP of several Member States aim to achieve similar goals:

Improving the policy-making process. Many public administration reforms involve easing or reducing the regulatory and administrative burden for businesses, in particular for SMEs. Improving policy coordination in government features as a key reform in some RRP as well. In two Member States (Cyprus and Croatia), reforms are in place to increase the efficiency of local and regional government by encouraging the merger of local government units (Croatia) or the creation of community clusters for the centralised provision of services (Cyprus).

Simplifying processes in the public sector. In many Member States, the simplification of administrative procedures will help improve the delivery of public services.

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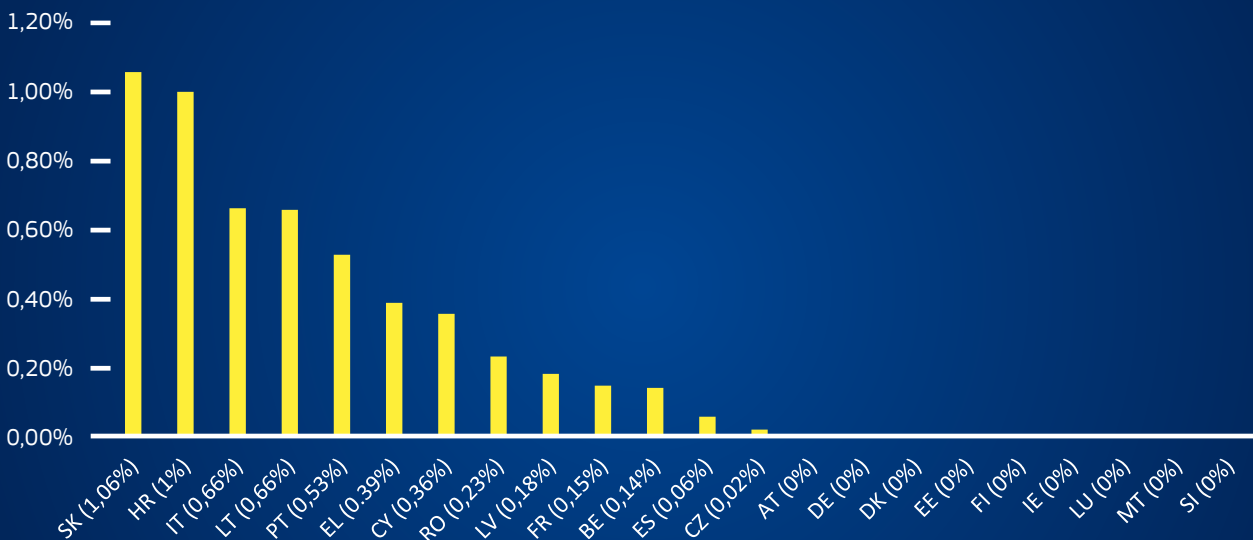


Facilitating flexible working arrangements, implementing a better pay system in the public service and modernising recruitment processes. Some Member States (Croatia, and Malta) focus on reforms promoting remote and flexible working methods. Two plans (Croatia and Romania) contain reforms aimed at ensuring a fair pay system and establishing a performance incentive system in the public service. Several Member States aim to modernise the recruitment processes in the public administration by reducing the rate of temporary employees and moving towards a competence-based human resources model (Spain), introducing amendments to the legislative framework for a centralised system of selection in the state administration (Croatia), creating a single platform to centralise public hiring procedures (Italy) and promoting a new transparent and inclusive recruitment system (Romania).

Improving the quality of public financial management. Reforms to improve spending reviews, the functioning of the tax/ customs administrations and public accounting or budgetary rules can be found in several Member States.

Improving the transparency and effectiveness of tendering procedures and their compliance with EU legislation. Some Member States are enacting reforms to increase participation and competition in procurement, improve efficiency and aggregated procurement and increase the professionalization of public buyers.

Public administration expenditure,
% of the total estimated cost of the RRP per Member State



Examples of measures

The examples below aim to illustrate recurring types of measures found across several plans. They are grouped according to the above-mentioned four principles (i) policy planning, policy coordination and policy development, ii) civil service and human resource management, iii) service delivery and iv) public financial management.

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Reducing the regulatory burden for businesses (*this serves to exemplify measures falling under the policy planning, policy coordination and policy development principle*)



Slovakia: This plan sets out various measures to respond to the ongoing shortcomings in Slovakia's business environment. Most notably, one of the plan's reforms aims to ease the administrative and regulatory burdens on businesses by introducing the following tools: the ex-ante evaluation of planned transposition legislation to prevent unjustified gold plating; the ex post evaluation of the effectiveness and justification of already introduced regulation; the 1-in-2-out rule that ensures new legislation does not increase administrative cost for businesses; and packages of individual measures based on stakeholder consultations that are suited to simplify administrative requirements to businesses.



Greece: The plan includes a reform aiming to create an attractive business environment conducive to investment, to facilitate firm entry and job creation, and to ensure effective market surveillance. The reform comprises of a set of actions to simplify procedures and requirements relating to business activity, while enhancing regulatory certainty and quality, namely by extending the simplification of investment licensing procedures to additional economic activities, reviewing the legislative framework for the operation of manufacturing activity in Attica region, and codifying fragmented licensing legislation.



Croatia: The plan contains an ambitious set of reforms to reduce the administrative burden on businesses. Two reforms are particularly noteworthy. Firstly, the plan's reform to continue reforming regulated professions which aims to boost productivity in the Croatian economy by simplifying or totally removing at least 50 regulatory requirements for professional services. Secondly, Croatia's reform to implement the Action Plan to reduce non-tax and parafiscal charges 2020 and to implement the measures in the Action Plans to alleviate the administrative burden on the economy 2018, 2019, 2020.



Austria: The plan includes several measures to improve the business environment and address regulatory barriers. The analysis in the framework of the European Semester showed that the high administrative burden in Austria discourages investment, in particular among SMEs and in the services sector. Regulatory restrictiveness is high for certain professional services, such as accounting, architecture, engineering, real estate agents and in retail. It represents an effective entry barrier. Moreover, the small and volatile market for equity capital (notably risk capital) is a bottleneck to the scaling-up of innovative, growth-oriented firms. The plan's reform package on the liberalisation of business regulations consists of three measures: the removal of barriers to business transfers (Grace Period Act) contains several activities that shall facilitate the transfer of businesses to new owners (such as to the next generation in a family business). The amendment to the Occasional Traffic Act aligns the conditions for taxis and other ride rental businesses, thus enabling the operation of innovative ride-hailing services. The last reform measure in this package facilitates the authorisation process for recharging points for electric motor vehicles and for photovoltaic systems as part of commercial installations.



Ireland: The Irish RRP provides for implementing the "SME test", which aims to remove any unnecessary regulatory obstacles SMEs face when establishing and growing their business. A consistent uptake of the SME test across Government departments is expected to help reduce the regulatory burden on SMEs. The plan also refers to initial steps towards a single SME portal currently being considered, which would aim to provide access to assistance and support to reduce the administrative burden on SMEs.

Training, development and work conditions of civil servants (*this serves to exemplify measures falling under the civil service and human resource management principle*)




Cyprus: This plan introduces two reforms aimed respectively at regulating flexible working arrangements in the public sector and improving the functioning of the public service through a review of the recruitment and promotion framework and of the performance appraisal system. Three measures will be introduced to fulfil the latter reform: a new framework in the public service for the evaluation and selection of candidates for promotion posts, including managerial posts, based on


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merit; a new performance appraisal system to be used for development and promotion purposes in order to make appraisal and promotion more transparent, fair, skill-based and effective; and the improvement of recruitment procedures through training, update of the Schemes of Service (the set of requirements and duties for jobs in the public administration) and changes in the two relevant laws for recruitment.

 **Slovenia:** This plan contains a reform aimed at establishing a Competence Centre and increasing skills of staff in the public administration to improve human resources management in the state administration.


 **Croatia:** This plan aims to improve the recruitment process in the civil service by introducing major reforms with related investments to strengthen the civil service admission system and further improve the competences of civil servants. This plan will also introduce a new wage and work models in the civil service, including reforming the public sector wage system, upgrading the human resource management system, and fostering vertical and horizontal mobility.


Simplifying the delivery of public services to citizens (*this serves to exemplify measures falling under the service delivery principle*)


 **Slovenia:** This plan aims to improve the business environment through legislative and regulatory simplification. One of the plan's reforms consists in the entry into force of the 'Debureaucratisation Act', a package of legislative changes aiming at regulatory simplification. An additional debureaucratisation package shall also enter into force following public consultations, including with citizens, business representatives, trade unions, municipalities and others. The second package shall focus on the simplification of the pre-independence legislation.

 **Greece:** This plan aims to improve the public administration's "customer"-oriented services by implementing a medium-term strategy for the reduction of administrative burden, creating customer-centric services within the public administration and improving processes and enhancing systems by implementing the National Programme for Process Simplification, including the setup of the national registry of procedures and full set up of the Observatory for monitoring the impact of regulation and the National Registry of Procedures ('Diavlos'). The reform shall include the completion of simplification/digitalisation of: impact assessment processes, application for citizenship, start-up of sole proprietorships, simplification of procedures relating to citizen 'life events' including birth, passing away, and divorce, simplification of justice procedures related to lawyers, court decisions, digital signatures, certificates issued by courts, driver license renewal and operation of myfoto.gov.gr, and electronic circulation of documents within the public administration.

Improving public procurement (*this serves to exemplify measures falling under the public financial management principle*)

 **Cyprus:** This plan aims to improve public procurement by using an e-procurement tool that is expected to simplify participation in procurement in particular for SMEs. A EUR 1 million reform is dedicated to strengthening the administrative capacity and transparency through the professionalization of public procurement.

 **Italy:** This plan includes targeted reforms that facilitate the use of centralised purchasing bodies, insert targets to reduce the long delays of tendering procedures (which reach 200 days, hence twice the EU average), put in place a single coordination body for public procurement policy, reduce the number of contracting entities and develop the use of electronic procurement.


 **Latvia:** The plan intends to create a register for public procurement contracts with the goal to increase transparency and availability of information. It also envisages reforms enhancing the competitive environment by making value-for-money criteria more broadly used in public procurement as well as mandating a broader use of qualitative criteria for contract award and market consultations. Competency skills and capacities of public procurement are also targeted in the plan through the


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development and implementation of a professionalization strategy for public procurement. Additionally, the plan foresees the enhancement of preventive measures to combat risky public procurement.

 **Romania:** This plan includes a comprehensive reform aiming to improve the efficiency of the public procurement system and to ensure the full and sustainable implementation of the National Public Procurement Strategy. Under this reform, the awarding process will be streamlined, specific horizontal measures to support the RRP's implementation will be adopted, centralised procurement bodies for local authorities will be operationalised, training will be provided for civil servants, and contractual staff, interconnection of systems and databases endured, and e-procurement system operationalised.

 **Croatia:** The plan aims to improve the public procurement framework through a dedicated component that will aim to align it with the EU best practices. It will include measures to improve the training system for public procurement, strengthen the review system by the introduction of mandatory e-appeals and encourage the use of innovative procurement.

Country overview

For all Member States, the listed relevant components are based on the Council Implementing Decision.

Austria

Allocation: EUR 0 million. Relevant component: 2, 4

The Austrian RRP includes reforms and investments for the digitalisation of the federal public administration, as mentioned in the digital public services fiche. Additionally, several reforms aim to reduce regulatory barriers in the service sector and reduce the administrative and regulatory burden.

Belgium

Allocation: EUR 8.3 million. Relevant component: 2.2

The Belgian RRP includes investments and reforms aiming at digitalising the public administration, including the justice and the healthcare system, but these measures are captured in the digital public services fiche. The RRP is also expected to foster open data use in public administrations. In addition, several spending reviews will focus on reducing the regulatory burden, improve the quality and the composition of public finances in Belgium.

Cyprus

Allocation: EUR 4.3 million. Relevant components: 1.1, 3.3,

3.4, 3.5, 5.1, 5.2

The Cypriot RRP aims to enhance the efficiency of the public administration by improving its human resource management framework, the administrative capacity of the Cyprus Police and the digitalisation of the justice, healthcare and education sectors. The plan also contains measures using digitalisation as a way to improve public procurement by using an e-procurement tool that is expected to simplify participation in procurement in particular for SMEs. Finally, the plan features stronger governance of local administration through improvements in the decision-making power, the administrative autonomy and the alignment of resources and responsibilities.

Czechia

Allocation: EUR 1.3 million. Relevant components: 4.3, 4.4

This plan puts strong emphasis on digitalisation of the public administration through horizontal measures aiming at increasing the quality and accessibility of eGovernment 4 solutions, improving the efficiency in the public use of IT resources, fostering the "once-only" principle through seamless data exchange and strengthening cybersecurity (more details to be provided in the digital public services fiche). Additionally, streamlining and digitalisation of the procedure for granting construction permits is expected to

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considerably improve the business environment and unblock construction investment in many areas. Moreover, the plan addresses the challenge of strengthening the application of the evidence-informed approach to public policymaking, while enhancing the coordination between different levels (central and regional) of the public administration. It aims to address the lack of sufficient analytical capacities in the public administration in Czechia.

Germany

Allocation: EUR 0 million. Relevant components: 6.1, 2

The most relevant measures in the German RRP include the support for the digitalisation of the public administration, health and education services. They aim to make hundreds of public services digitally available by 2022, to modernise public registers and to establish a European ecosystem for online identification, as detailed in the digital public services fiche. In addition, the planned reforms aim to streamline approval procedures involving public and private investments and the disbursement of financial assistance, thus lowering red tape and barriers to investment.

Denmark

Allocation: EUR 0 million. Relevant component: 4

The Danish plan addresses the strengthening of the institutional capacity and resilience of public administration through the adoption of digital technologies, covered in the digital public services fiche.

Greece

Allocation: EUR 118.2 million. Relevant components: 2, 4

The Greek plan aims to strengthen public administration, including tax administration and justice. To this effect, measures are geared towards the improvement of administrative capacity, the enhancement of coordination, a better public procurement framework, and the continued modernisation of the public financial management framework. Additional efforts to modernize the public administration include initiatives that reduce administrative and regulatory burden.

Estonia

Allocation: EUR 0 million. Relevant component: 3

The Estonian plan includes reforms and investments mostly targeting the digitalisation of the public administration services, as can read about in more detail in the digital public services fiche.

Apart from that, a key reform in the Estonian plan seeks to foster a better management of the data collected and held by the Estonian public authorities. It aims at improving the quality of the data, increase its use for decision-making as well as its availability as open data, so that it may also be reused by other stakeholders, including the creation of a centre of excellence within Statistics Estonia (the Estonian government agency responsible for producing official statistics) to coordinate and support the development of data governance in other public authorities.

Spain

Allocation: EUR 39 million. Relevant components: 11, 22, 23, 27, 29

The Spanish plan covers measures from policy planning, to civil service and human resources management to accountability, service delivery and financial management.

In the Spanish RRP, there is a whole component on modernisation of Public Administration (EUR 4 238,8 million) whose main goals are: a) Reform the central, regional and local public administrations by improving cooperation between them, reinforcing the Conference of Presidents, strengthening the public procurement framework, the evaluation of public policies and fostering the transition towards open-ended employment contracts; b) Digitalisation of administrations and processes with five priority projects in strategic areas: justice, public employment services, public health data, management of consulates and territorial administration; c) Energy transition plan of the central government; d) Strengthening administrative capacities

Besides that, there are important measures to support public administration throughout the whole plan, some of them: a) the Digital Toolkit for the SMEs digitalisation of relations with the public administration and with customers, employment policies, to reduce the rate of temporary employees in public administrations and strengthen public employment

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capacities by moving towards a competence-based human resources model, including for recruitment purposes. Legislation to guarantee a minimum common service portfolio and common standards for their provision throughout the territory, guaranteeing the equality of all Spaniards in the exercise of their rights promoting innovation, improving skills of social service workers and the setting up of a new social services information system, improving the reception system for migrants and applicants of international protection, increasing human resources at the tax agency and its relations with stakeholders and providing new services to facilitate corporate and personal income taxation, training programmes for young jobseekers (16-29 years), with the objective to support their labour market integration. Among others, it consists of the following action: Programme 'First professional experience' in public administrations. It aims to offer an initial job experience in the public sector (both central and territorial administrations) to unemployed young people who have completed their formal education and energy renovations in public buildings, including in public administration, educational, social care, sports, health, cultural or public service.

Finland

Allocation: EUR 0 million. Relevant component: P3C1

Apart from measures related to the digitalisation of public services, the Finnish plan introduces a reform aiming to attract international talent by streamlining the administrative procedures for processing residence permit applications based on work and education. The legislative reform is supported by an investment in digital infrastructure to ensure the readiness of the permit system and other information systems.

France

Allocation: EUR 0 million. Relevant components: 3, 5, 7

France's plan addresses various aspects of public administration related policies: it includes measures for green budgeting aiming to set up a standardized and comprehensive information framework targeted to Parliament and civil society on the environmental impact of the State Budget and a reform on accelerating and simplifying public action by bringing the administration closer to citizens, facilitating business developments and simplifying administrative procedures for both businesses and individuals. The plan also puts forward the law on accelerating and simpli-

fying public action ("ASAP law"). The ASAP law aims at bringing the administration closer to citizens, at facilitating business developments and at simplifying administrative procedures for both businesses and individuals. Additionally, the plan includes a law on "Differentiation, decentralisation, deconcentration and decomplexification which shall support: (1) decentralization: to make public action more understandable and efficient, by completing the transfer of certain blocks of competences to local authorities; (2) promote differentiation: to ensure that each territory is able to provide responses to its specificities, using appropriate tools and resources; (3) strengthen deconcentration: to bring the State closer to the field and better adapt decision-making to local realities; (4) decomplexification: to simplify the implementation of the previous objectives. Other reforms aim at simplifying the experiments carried out on the basis of the fourth paragraph of article 72 of the Constitution, implement two action plans for professionalization of the public service and ensuring equal opportunities, as well as putting in place a strategy for public finances and assessing the quality of the public expenditure.

Croatia

Allocation: EUR 63 million. Relevant components: 2.1, 2.2, 2.7, 2.9, 5.1, 11.1

The plan contains far-reaching measures to improve the efficiency of the public administration, increase the efficiency of the public procurement and improve the management of state assets. It also contains targeted reforms to reduce regulatory burden on businesses.

The components on strengthening policy making (2.1) and on public administration (2.2) are specifically dedicated to strengthening the public administration, and other parts of the plan also contribute significantly to institutional resilience. Component 2.1 includes measures to strengthen mechanisms for the coordination and management of public policies, and component 2.2 will revamp procedures in the civil service to recruit, retain and remunerate civil servants with a view to improving the quality of public services at all levels of government. Legislative changes in the fiscal component (2.7) and the development of better forecasting tools will contribute to risk mitigation and crisis preparedness. Measures in the component on public procurement (2.9) will strengthen the public procurement framework, leading to better absorption of EU funds and improve the efficiency of public expenditure

The various measures focused on the digitalisation of public

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administration and raising digital administrative capacity are covered in the digital public services fiche.

Ireland

Allocation: EUR 0 million. Relevant component: 3

The development of public administration is supported in the plan through several reforms aimed at digitalising the public administration, notably in the reduction of the regulatory barriers to entrepreneurship (via the implementation of the SME test) and by applying preventive measures to limit opportunities for aggressive tax planning and in particular double non-taxation by means of outbound payments. These measures are also referenced in the digital public services fiche and the fiche on taxation.

Italy

Allocation: EUR 1268.9 million. Relevant components: M1C1, M4C1

The plan includes a mix of reforms and investments to enhance the administrative capacity of the Italian public administrations at central and local levels, both in terms of human capital (selection, competences, and careers) and in terms of simplification of administrative procedures and digitalization. An investment aimed at extending PHDs in number and career opportunities will support a better skills match within the PA, strengthen human capital in the public sector, and improve employability for students. The plan also contains important reforms of public procurement and late payments by public administrations.

Lithuania

Allocation: EUR 14.6 million. Relevant components: 3, 6, 7

Component 6 of the plan contains a civil service reform which is expected to increase institutional resilience. Lithuania intends to centralise human resource management in the public sector and enhance the development of managers. In addition, the plan contains extensive training measures, especially concerning digital, strategic and leadership skills in the public sector. At the same time, such institutions as the State Tax Inspectorate and the Customs Department also plan specialised training for their staff related to work specific competences (e.g. customs controls). Such planned measures contribute to strengthening the capacity and resilience of the public administration that in return should

improve the response to crisis, better support, policy development and implementation. The plan also includes a reform to increase the efficiency of public investment by enhancing the medium-term planning of state and municipal budgets and increasing the transparency of budget amendment rules. In addition, the plan aims at developing public procurement competences and systems (pre-commercial, innovative and green procurement) in terms of volume, efficiency and quality. To reduce the administrative burden on businesses, the plan includes a reform aiming at helping businesses to manage insolvency risk.

More information concerning the measures related to the digitalization of government processes and services can be found in the digital public services fiche.

Luxembourg

Allocation: EUR 0 million. Relevant component 3B.

Luxembourg's Recovery and Resilience Plan contains of a number of key investments (EUR 12.72 million), which aim to digitalise public administration services. This includes the creation of online solutions for citizens and businesses to carry out virtual appointments and obtain various permits, as well as an online national platform for conducting public consultations. These measures are also referenced in the digital public services fiche.

Latvia

Allocation: EUR 3.3 million. Relevant components: 2, 3, 5, 6

Public administrative reform and investment features prominently in the Latvian recovery and resilience plan. The plan dedicates close to EUR 130 million to the digital transformation of public administration, as detailed in the digital public services fiche. Latvia's plan also includes significant reforms to improve the functioning of public administration such as increasing the efficiency of tax administration, modernizing public administration and improving the quality and efficiency of public procurement.

The plan includes a reform entailing the centralisation of public administration support functions as well as investments in training to improve the capacity. The measures are part of a broader reform which aims at a more efficient, better motivated, innovative and competent public administration.

Recovery and Resilience Scoreboard

Thematic analysis



Malta

Allocation: EUR 0 million. Relevant components: 2, 3, 5, 6

The Maltese plan places a strong focus on the digitalisation of the public administration and public services and these related measures are addressed in more detail in the digital public services fiche. The plan also includes two reforms aimed at improving the civil service and human resource management by promoting the use of public transport and ride-sharing in the public service.

Portugal

Allocation: EUR 87.8 million. Relevant components: 1, 5, 6, 8, 12, 17, 18, 19

As noted in the digital public services fiche, the recovery and resilience plan dedicates significant investments to e-government and digital public services. Structural reform and measures to increase service effectiveness for users and cost-efficiency for the State underpin the investments in the sphere of public finances, economic justice and business environment.

The plan also addresses the improvement of the quality and sustainability of public finances and includes the revision of the National Strategy for Green Public Procurement (integrating sustainable bio-based materials through mandatory ecological criteria).

Romania

Allocation: EUR 67.5 million. Relevant components: 8, 9, 14

The Romanian recovery and resilience plan includes reforms for the good governance which aim to improve governance with a predictable, informed and participatory decision-making system, to ensure the delivery of quality public services by a pool of professional and well-trained civil servants that adequately respond to the challenges, needs and expectations of citizens and businesses. The key reforms and investments aim to ensure better coordination, formulation and implementation of government policies, increased transparency and trust in the public sector; effective human resources management in the public sector; a coherent public sector wage policy, linked to performance and sustainable in the long term (fair unitary pay); a more efficient national procurement system, including by strengthening the administrative capacity of contracting authorities/entities, within a flexible and coherent legal framework; improving public policy/decision making processes through stakeholder

consultation; ensuring increased resilience of state-owned companies due to operationalisation of corporate governance principles. This plan also includes a set of reforms and investments to address the challenges in the tax administration, tax system, government budgetary framework, pension system and to remove administrative barriers and digitalise procedures for businesses.

Slovenia

Allocation: EUR 0 million. Relevant components: 2, 3, 7, 11, 13, 15, 16

The implementation of the reforms envisaged in the recovery and resilience plan is expected to bring about structural changes to the public administration, improving its effectiveness and efficiency. The adoption of the civil-service management strategy and the reform of civil-service legislation will help modernise the human-resources-management system in the Slovenian public administration. A skills centre will be set up to provide training for staff and to introduce a standardised skills-assessment system for public servants. Efforts will also be made to strengthen the digital awareness and skills of civil servants. In addition, the introduction of a new public-sector wage system is expected to improve the quality of staffing and its overall performance, while preserving the fiscal sustainability of the system.

Slovakia

Allocation: EUR 67 million. Relevant components: 9, 12, 14, 16, 17, 18

The plan presents a response to recommendations to improve public administration. Component 16 envisages optimising crisis management and strengthening general administrative capacities at different levels of the government. Component 17 foresees comprehensive investments and reforms to usher in a shift towards e-government services, suitably secured and accompanied by better tools and skills for providers and users.

Public administration components (14-15-16) combine reforms and investments and should create a more favourable investment framework, and business environment and improve quality of public services, including at local level. Specifically, component 14 also aims to speed up public procurement procedures and improve the appeal system, reduce the administrative burden to businesses.. Investments in digital technologies for the public administration are prominent throughout the plan, as developed in the digital public services fiche.