

# Plan for the Digitalisation of Spain's Public Administration: 2021-2025

*Digital Government and Digital Public Services  
Strategy*



**ESPAÑA  
PUEDE.**



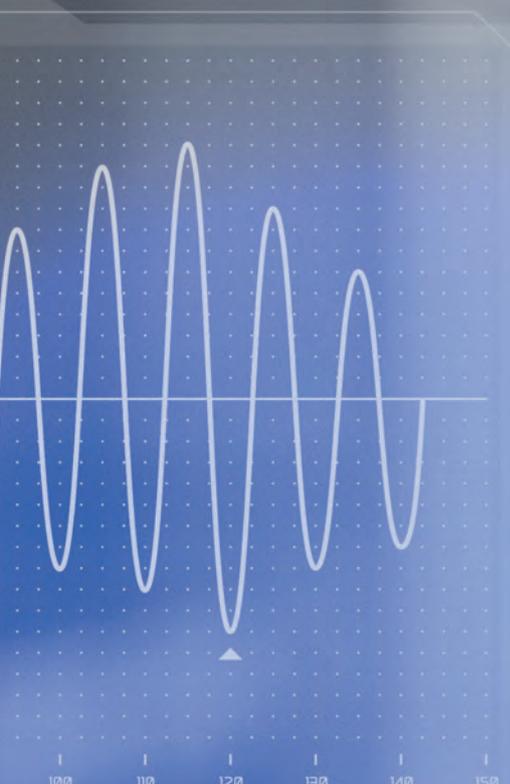
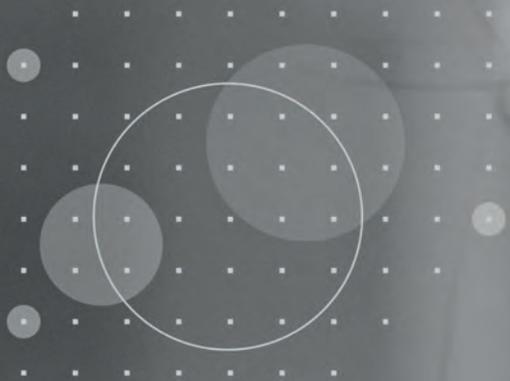


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**01**

**INTRODUCTION**



**S**pain is starting from a position of relative strength in terms of advancing the digitalisation of its public sector. Indeed, over the course of the last few decades, Spain has invested significantly in the digitalisation of its public sector, ranking second in the EU on digital public services within the European Commission's Digital Economy and Society Index (DESI, 2020). A significant legislative reform thrust, particularly Law 39/2015 (01 October 2015), on the common administrative procedural regime applicable to the public sector and Law 40/2015 (01 October 2015) on the public sector legal regime, has provided impetus for the adoption of digital processes and resources in the public sector, driving progress on the digitalisation of public service management and reducing unit costs and processing times. The finishing touches are currently being put on the responses triggered by those two pieces of legislation.

**Despite that legislative thrust and investment effort, the current digital relationship with Spain's citizens can be characterised as transactional, fragmented, generalist and impersonalised.** That has the effect of hindering access to government policies, assistance and services by the groups of people they are targeted at, particularly the more vulnerable segments of the population. Also, business access to digital procedures for interacting with government (public procurement, grants, tax information, etc.) remains fragmented and costly, proving a particular onus for SMEs.

**The exceptional situation generated by the COVID-19 pandemic has highlighted the urgent need for a digital government apparatus capable of responding to citizens' needs in a faster and more effective manner.** The challenge, therefore, lies with developing digital public services for Spain's citizens and businesses that are higher quality and more inclusive, efficient, personalised and proactive.

**Against that backdrop, the Digital Spain 2025 Agenda articulates the public sector digitalisation thrust around 10 core areas of reform and investment** in a bid to catalyse a digital transformation that reignites economic growth, reduces inequalities, boosts productivity and leverages all of the opportunities ushered in by emerging technologies. Boosted by the synergies implied by the twin digital and green transitions being pursued across Europe, that transformation must reach all of society and reconcile the new opportunities thrown up by the digital era with respect for constitutional and European values and protection of the rights of individuals and groups.

**This Plan for the Digitalisation of the Public Administration will imply a quantum leap in improving the effectiveness and efficiency of government,** in transparency, in eliminating bureaucracy by automating steps and in increasing orientation towards service personalisation and the user experience, as well as providing a catalyst for technological innovation originating in the public sphere. All of the above will in turn raise the quality of public policy and citizen attention, adapting them specifically for the needs of Spain's citizens, and will enable the guaranteed provision, thanks to digital services and environments, of a uniform range of similar quality services nationwide, thus contributing to regional development and the effort to tackle depopulation.

**Green transition** is another of the factors deemed key to recovery post-Covid-19 and a cornerstone of Spain's Recovery, Transformation and Resilience Plan. The scope for digitalisation to act

as a lever for the decarbonisation of the public sector is enormous. Moreover, the public sector is called upon to assume an exemplary role in embracing environmental criteria all across its reach, thus helping to deliver the targets set down in Spain's environmental regulations, such as the Integrated National Energy and Climate Plan for 2021-2030.

**The public sector plays a role as support factor and driver of the country's major transformational needs.**

**This vision of government as a driver of transformation for the economy as a whole and a catalyst for growth and innovation is aligned with the recommendations made by the European Commission in a report titled "Digital Transformation in Transport, Construction, Energy, Government and Public Administration", coordinated by the Commission's Joint Research Centre<sup>2</sup>. Indeed, the chapter of this Plan that addresses the Digital Transformation of the General State Administration was worked on jointly with the European Commission by means of a technical assistance<sup>2</sup> project provided by the Structural Reform Support Service (SRSS<sup>3</sup>).**

**The Plan also seeks to respond to the challenges faced in the areas in which government digitalisation is of highest impact, such as employment, justice and health.**

In the **employment** arena, the main challenge is to be able to provide benefits and new public policies in a manner that is timely, accurate and flexible.

In the **justice** administration, the challenge lies with bringing justice closer to the citizens it serves, as well as enhancing the service level and effectiveness of the dealings between the justice apparatus and the rest of its stakeholders with which it has to exchange information, such as notaries and registrars, lawyers, attorneys, large businesses, administrative agents and others. Currently, dealings with the justice administration are often seen by citizens as complex, distant and remote, marked by slow and ineffectual proceedings as a result of an onerous backlog of cases attributable to growth in litigiousness, but also a shortfall of high-performance digital tools.

The biggest challenge faced in **public health** is the creation of efficient IT and data management infrastructure and systems in order to deliver efficient management and better prepare for any new health emergencies. **Additionally, the Plan contemplates the digitalisation of the key critical processes governing engagement between business and citizens, on the one hand, and the public sector, on the other, by developing automated and transparent mechanisms for the efficient management of public procurement, the award of grants and aid, the presentation of tax returns, etc.**

**Lastly, the Plan is designed to lift the efficiency of the public administrations as a whole, ensuring the investments made prove sustainable by reinforcing and redeploying shared resources and services, with scope for unlocking very significant cost synergies and savings. Against that backdrop, the investments will be targeted at broadening the catalogue of shared resources**

<sup>1</sup>Digital Transformation in Transport, Construction, Energy, Government and Public Administration. European Commission, Joint Research Centre, 2019.

<sup>2</sup>Under the scope of the technical assistance provided by the SRSS in Spain, a benchmarking exercise was undertaken, analysing the regulations, strategies, initiatives and projects of interest related with the digital transformation of public administration in Europe with the aim of layering recent trends and best practices into the Plan.

<sup>3</sup>[https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-funding-programmes/structural-reform-support-programme-srss\\_en](https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-funding-programmes/structural-reform-support-programme-srss_en)

and services in order to boost their long-term sustainability and facilitate the rationalisation of spending.

In that same vein, this Plan also contemplates support for digitalisation at the regional and local government levels and constitutes, by the same token, a vehicle for their modernisation and digital transformation thanks to a framework of joint governance between the staff at the Ministry of Territorial Policy and Public Function, the technical coordination area of the General Secretariat of Digital Administration and the e-Government Committee and its taskforces.

The Plan is designed to pave the way for transition to a twenty-first century administration underpinned by reforms and investments that will enhance administrative processes and procedures along with available digital skillsets and resources, all with the overriding aim of modernising government in Spain at all levels so as to improve the standard of service received by its citizens and make an active contribution to the major transformational thrusts (digital transformation, green transformation and territorial cohesion), leveraging remote working arrangements, among other tools.

To sum up, this Plan for the Digitalisation of Spain's Public Administration constitutes a strategic framework for furthering the transformation of government by establishing targets and initiatives to be pursued to attain them, along with interim milestones for the period spanning between 2021 and 2025, in order to improve citizen and business access to digital public services, close the prevailing digital gap, foster the efficiency and effectiveness of public employees and boost resources for achieving the objectives being pursued in parallel in the areas of resilience, climate change, environment, digital transition, public health, etc., under the National Recovery, Transformation and Resilience Plan.

This Plan for the Digitalisation of Spain's Public Administration comprises annual plans through 2025 articulated around the following three core pillars:

- ▶ **Pillar 1.** Digital Transformation of the General State Administration (GSA)
- ▶ **Pillar 2.** High-impact Projects within the Public Sector Digitalisation Thrust
- ▶ **Pillar 3.** Digital Transformation and Modernisation of the Ministry of Territorial Policy and Public Function and the Regional and Local Administrations

The sum of €2.6 billion euros will be earmarked to financing deployment of the Plan between 2021 and 2023, of which €992 million (38.1%) has been allocated in the 2021 budget. That funding will materialise in 17 measures and investment projects:

## 1.1. SUMMARY OF MEASURES AND INVESTMENT PROJECTS

Strategic pillar	Lines of initiative	Measures
<b>Pillar 1. Digital Transformation of the General State Administration</b>	<b>Citizen-oriented public administration</b>	<b>Measure 1</b> App Factory (app development platform)
		<b>Measure 2</b> Enhancing the citizen user experience
		<b>Measure 3</b> GobTechLab (citizen-government experience innovation laboratory)
		<b>Measure 4</b> New digital identity model
	<b>Smart process automation</b> <b>Transparency and data-based policies</b>	<b>Measure 5</b> Smart automation service
		<b>Measure 6</b> Transparent management and exchange of data
	<b>Liquid digital infrastructure</b>	<b>Measure 7</b> Cloud infrastructure service
	<b>Measure 8</b> Smart Workstation	
	<b>Cybersecurity</b>	<b>Measure 9</b> Cybersecurity Operations Centre
<b>Pillar 2. High-impact Projects within the Public Sector Digitalisation Thrust</b>	<b>Measure 10</b> Digital transformation in public health	
	<b>Measure 11</b> Digital transformation in the justice administration	
	<b>Measure 12</b> Digital transformation in employment support	
	<b>Measure 13</b> Digital transformation in inclusion, social security and migration	
	<b>Measure 14</b> Consulate Digitalisation Plan	
<b>Pillar 3. Digital Transformation and Modernisation of the Ministry of Territorial Policy and Public Function and the Regional and Local Administrations</b>	<b>Measure 15</b> Digital transformation in other areas of the General State Administration	
	<b>Measure 16</b> Digital transformation and modernisation of the Ministry of Territorial Policy and Public Function	
	<b>Measure 17</b> Digital transformation of the regional and local administrations	

In order to obtain the desired return on those investments and ensure the coordination and coherence of the measures taken, the governance model will be reformed to provide the General Secretariat of Digital Administration with the authority and tools needed to be the player that drives the definition, planning, development, execution and oversight of the various digital transformation projects. The mechanisms in place for enabling cooperation across the various levels of government will also be reinforced.



**02**

**STRATEGIC BACKDROP:  
DIGITAL SPAIN 2025 AGENDA AND THE  
RECOVERY, TRANSFORMATION, AND  
RESILIENCE OF THE SPANISH  
ECONOMY PLAN**

**O**n 23 July 2020, the Government of Spain presented its Digital Spain 2025 Agenda for fostering digital transformation as one of the essential levers for relaunching economic growth, reducing inequality, increasing productivity and harnessing all the opportunities offered by new technologies. That Agenda encompasses a series of measures, reforms and investments, articulated around 10 strategic priorities, aligned with the digital agenda set by the European Commission.

The 10 strategic priorities comprising the Agenda are aimed at delivering more sustainable and inclusive growth, driven by the synergies implicit in the twin digital and green transitions, growth that reaches society as a whole and reconciles the new opportunities offered by emerging technologies with respect for constitutional and European values and protection of the rights of individuals and groups.

Then, on 7 October, it unveiled the Recovery, Transformation and Resilience of the Spanish Economy Plan, with 10 structural reform levers, the fourth guiding policy of which - An administration for the 21st century - contains three drivers: digitalisation, the energy rehabilitation of public buildings and the reform and modernisation of the public administration.

Against that backdrop, this Plan for the Digitalisation of Spain's Public Administration constitutes the instrument that enables the design and implementation of the investments and reforms contemplated in strategic priority No.5 (digitalisation of the public sector), strategic priority No.4 (partially) (cybersecurity capabilities) and strategic priority No.9 (transitioning to a data economy) of the Digital Spain 2025 Agenda. In tandem, this Plan is part of Project No.11 (Modernisation of the public administration) of the Recovery, Transformation and Resilience Plan.

## 2.1. FRAMEWORK AND GOVERNING PRINCIPLES

The overriding goal of the Plan for the Digitalisation of Spain's Public Administration is to serve as the vehicle for the modernisation of government, but also as an enabler of public policy and services, particularly those intrinsic to the Recovery, Transformation and Resilience Plan devised to surmount the socio-economic crisis derived from the COVID-19 pandemic, boost productivity and potential output and enhance social and territorial cohesion, while preserving the absence of a digital gender gap gleaned from the official statistics<sup>4 & 5</sup>.

In that respect, the study performed by the Joint Research Centre<sup>6</sup> drew the following conclusions with respect to the scope of this Plan:

- ▶ Public policies need to be framed by a data-driven culture, approaching data as an enabler of processes and instruments to serve public policy goals.

<sup>4</sup> As per a survey of household possession and use of information and communication technology (ICT) carried out by the national statistics office (INE for its acronym in Spanish) in collaboration with the Catalan statistics institute (IDESCAT) and the statistics and cartography institute of Andalusia (IECA), following the methodological recommendations issued by the EU's statistics office (Eurostat).  
<sup>5</sup> Digital gender gap 2020 (difference between the percentages of male and female users of ICT): use of internet (0.9); frequent internet usage (-1.4); online shopping (0.9).  
<sup>6</sup> IBIDEM. Pages 237-240.

- ▶ The rapid transformation being witnessed in recent years is changing how citizens and businesses interact with the public administration, framed by a digital relationship model.
- ▶ Disruptive technologies are increasingly playing a prominent role. Public policies need to adapt technology to the needs of each group to which the policies in question are targeted, specifying and adapting the technology solutions for the beneficiaries of each measure, in keeping with their needs and readiness.
- ▶ It is important to establishing use cases as tools for testing the impact of public policies.

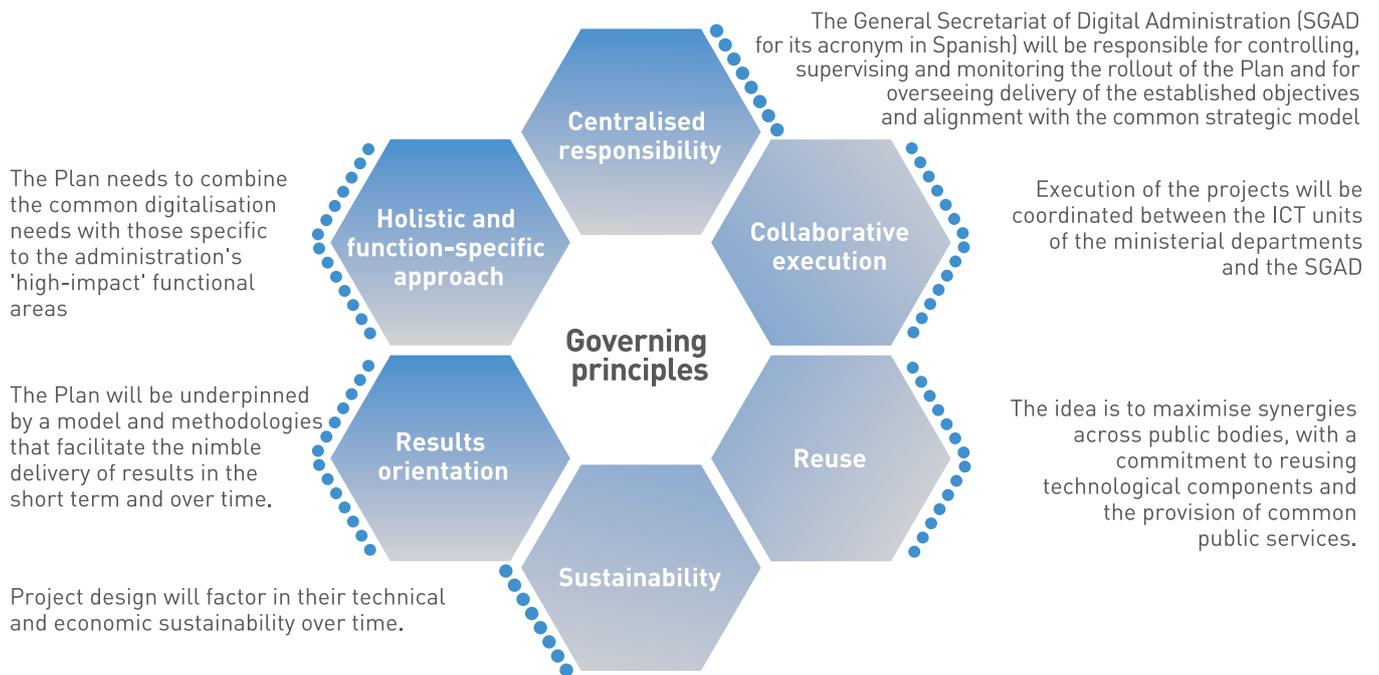
Improving access to digital public services for citizens and businesses, closing the prevailing digital gap and fostering the efficiency and effectiveness of public employees will free up resources for the purpose of achieving the objectives in the areas of resilience, climate change, environment, digital transition, public health, etc., being pursued under the National Recovery, Transformation and Resilience Plan.

The Plan for the Digitalisation of Spain's Public Administration aims to deliver the following objectives:

- ▶ **Digital, accessible, efficient, secure and reliable services:** To develop digital public services for Spain's citizens, businesses and civil servants that are higher quality and more inclusive, efficient, personalised and proactive.
- ▶ **Data-driven public policy and modern data management:** To transform Spain's public administration into a more modern and data-driven administration in which the information pertaining to its citizens and its public bodies is used efficiently to design public policies aligned with the country's social, economic and territorial reality and to build a truly innovative citizen experience with the country's public services.
- ▶ **Democratisation of access to emerging technologies:** To pave the way for the development of common services, assets and infrastructures that permit all administrations to join the technological revolution being unleashed by the onset of enabling technologies such as artificial intelligence and data analytics tools.



This Plan for the Digitalisation of Spain’s Public Administration will be guided by a series of governing principles during both the conceptualisation and subsequent implementation phases, designed to maximise efficiency, the reuse of existing tools and collaboration among the various departments and administrations, all with the aim of achieving specific targets in the short term, concentrating efforts around a suite of priority projects.



## 2.2. STRATEGIC PILLARS

In order to achieve the stated objectives, this Plan is articulated around the following strategic pillars:

### ► Pillar 1. Digital Transformation of the General State Administration:

The idea underpinning this strategic pillar is to design and implement cross-cutting initiatives for the entire General State Administration (GSA) that pave the way for the swift rollout of efficient, secure and user-friendly digital public services; the democratisation and generalisation of access to emerging technologies underpinned by a dynamic and flexible IT infrastructure model and hyperconnectivity among the silos of information gathering until now in the various ministerial departments.

Seen as a whole, the digitalisation of the General State Administration is a key lever for decarbonising government’s footprint and contributing to the country’s core objectives of forging a more resilient and climate-neutral economy by 2050.

► **Pillar 2. High-impact Projects within the Public Sector Digitalisation Thrust:**

The purpose of this pillar is to develop specific strategic initiatives for the digitalisation of certain functional areas of the General State Administration considered enablers or 'high impact', most notable among which: health, justice and employment.

These function-specific initiatives will also make use of the cross-cutting infrastructure developed under the umbrella of Pillar No.1, such that the efforts in this line of action will focus on the personalisation and alignment of services for the specific groups of citizens and businesses to which they are targeted.

► **Pillar 3. Digital Transformation and Modernisation of the Ministry of Territorial Policy and Public Function and the Regional and Local Administrations:**

The aim here, under the guidance of the Ministry of Territorial Policy and Public Function and the technical coordination area of the General Secretariat of Digital Administration, is to modernise the regional and local administrations in a manner that is consistent and coordinated with the cross-cutting investments made by the General State Administration and in line with the investment consistency and impact criteria expected by the European Commission.





**03**

**PILLAR 1:  
DIGITAL TRANSFORMATION  
OF THE GENERAL  
STATE ADMINISTRATION**

**P**illar 1 encompasses nine measures that take a cross-cutting approach to the digital transformation of the public sector. Starting with the development of tools for efficient digital communication with citizens and businesses (**citizen-oriented administration**), followed by the automation of processes and use of artificial intelligence in public sector management (**smart process automation**), the development of data-driven public policies in order to boost transparency and also provide valuable information and knowledge, investment in the equipment needed for digital management and development of a public **cloud** and **liquid infrastructure** policy and, lastly, reinforcement of **cybersecurity capabilities** across all public administrations.

This pillar corresponds to the following specific measures set down in the Digital Spain 2025 Agenda: cybersecurity capabilities (priority No.4); digital transformation of the public sector (priority No.5) and data economy and artificial intelligence (priority No.9).

### 3.1. CITIZEN-ORIENTED PUBLIC ADMINISTRATION

This subset of measures is aimed at enhancing the digital public services provided to Spain's citizens and businesses, improving their user-friendliness, utility, quality, accessibility, mobility, etc.

In this category it is worth highlighting the Government of Spain's strong backing for the creation of a **mobile applications and services factory** designed to bring public services closer to the country's citizens.

An **operating plan for the digitalisation of the services provided by the government delegations and sub-delegations** (which coordinate the central administration's decentralised services throughout Spanish national territory) will also be rolled out. That plan features a range of tools for the provision of citizen-related services. The so-called **one-stop** service desk is a very important component of the General State Administration's work on the ground, thus giving it a role to play in the effort to combat depopulation.

Within this line of initiative, organisational and technological support will be put in place to enable delivery of the following **objectives**:

- ▶ **To facilitate access to the digital public services by developing a citizen service model** that is personalised, proactive and omni-channel and also paves the way for increasing the variety of channels (virtual assistants, social media, mail, etc.) and value-added services offered through each.

- ▶ **To advance towards a citizen service model based on a continuous effort** to actively gather feedback about their experiences and needs. To that end, the idea is to create a **laboratory for citizen-government experience innovation (GobTechLab)** to enhance the experience of using the digital public services via service co-creation and innovation.
- ▶ **Secure authentication is a critical aspect of accessing digital services. Here it is worth highlighting**, on account of its importance, the **mobile eID** project being spearheaded by the Ministry of Internal Affairs, which is set to transform the citizen-government relationship by permitting more user-friendly, agile and secure access, authentication and information processing.
- ▶ **To tackle, on a priority basis, the need to improve the most in-demand services** that are both less readily digitalisable and more important for the development of the General State Administration's public policies. The idea is to leverage the GobTechLab as the vehicle for analysing and redesigning the digital services.
- ▶ **To digitalise the processes** for interacting with businesses by developing more efficient technological tools and applications (e-procurement and e-invoicing, digital aid and scholarship applications, etc.).

To deliver the above objectives, the following **measures** will be rolled out:

## **MEASURE 1. App Factory (app development platform)**

The purpose of this measure is to boost the development of high-quality mobile apps for the key public services provided to citizens, creating around the administration a community of open-source developers to help provide citizens with a marketplace of government apps.

Those apps need to facilitate citizen access to the public administration and a smoother and more direct relationship, while maximising the volume of information collected as a result for the development of more personalised services and the distribution of alerts and notices, thereby establishing new and more proactive engagement channels.

The specific target is for at least 50% of all digital public services to be accessible from mobile handsets by the end of 2025.

**MEASURE 2. Enhancing the citizen user experience**

The goal sought with this measure is to establish a model for citizen service that is personalised, proactive and omni-channel by articulating a single access point for both obtaining information and for carrying out the administrative tasks required in the course of the citizen-government relationship.

One of the key lines of initiative will be the implementation of smart virtual assistants, or chatbots, for the highest-impact use cases, such as: appointment-making; fee payment; identification and registration.

Other important initiatives in this area include the formulation of policies designed to organise and simplify the General State Administration's presence on the internet and in the social media around a general access point, thus avoiding the scattering of information or a lack of uniformity, while also reducing barriers to making enquiries and using services, albeit safeguarding at all times the functional independence of certain public bodies in accordance with that stipulated in applicable Spanish and international legislation.

Lastly, the new channels will have to be 'marketed' properly to encourage their use and ensure citizens get the most from them.

### MEASURE 3. GobTechLab (citizen-government experience innovation laboratory)

The end goal of this measure is to launch a laboratory for citizen-government experience innovation in a bid to enhance the experience of using the digital public services by tapping citizen participation, co-creation and innovation in public services.

The idea is also to create an open forum for collaboration in which to experiment with public services together with citizens and businesses, gathering their feedback and suggestions, etc. The key areas of application will be the emerging disruptive technologies such as artificial intelligence, data analytics and blockchain.

Another aim is to create personalised and innovative public services that fit well with initiatives at the European level, participating with other EU member states in projects such as the European Blockchain Services Infrastructure (EBSI, a blockchain that will permit the secure provision of public services all across the European Union) and others related with big data and artificial intelligence.

Lastly, by means of a start-up incubator, GobTechLab will strive to become a hotbed for solutions for the challenges intrinsic to government modernisation.

### MEASURE 4. New digital identity model

Here the challenge is to create a simpler and more effective means for citizens to identify themselves before the authorities.

The objective of this measure is two-fold: firstly, to develop systems and services to allow the secure digital authentication of citizens and businesses 100% remotely using imaging and biometric technology, for example; and, secondly, to develop new simple, secure and user-friendly citizen identification and signature systems, framed by applicable legislation.

The Plan also contemplates upgrading the existing mechanisms (electronic certificates and passkeys) to align them with the European context and facilitate their reuse and interoperability across all the Spanish public administrations. Here it is worth highlighting, on account of its importance, the **mobile eID** project being spearheaded by the Ministry of Internal Affairs, which is set to transform the citizen-government relationship by permitting more user-friendly, agile and secure access, authentication and information processing.

## 3.2. SMART PROCESS AUTOMATION

This subset of measures aims to improve the quality, quantity and efficiency of the General State Administration's bureaucracy management services and processes by leveraging smart automation technologies such as robotisation and artificial intelligence.

To complement that effort, tools will be developed to digitalise the key processes in which Spain's citizens and businesses engage with their government.

More details are provided on the corresponding measure below:

### MEASURE 5. Smart automation service

The premise underpinning this measure is to champion a common General State Administration smart automation service to facilitate the adoption of these technologies by the various ministerial departments.

To that end, the idea is to design and implement a 'corporate' platform that permits the automation of the administrative steps and tasks carried out by the various ministerial departments, layering in reusable data, document, image, video, audio, etc. processing technology underpinned by **robotization and artificial intelligence**.

That platform will then support the entire General State Administration, reducing task processing times and delivering development and operating cost savings.

In parallel, the plan is to create a common **administrative task processing platform** to reduce procedural management times and render service provision more efficient.

That platform will be integrated with the catalogue of digital administration services (Exhibit I) and may also feature artificial intelligence capabilities for performing highly complex tasks, such as identifying patterns of fraud and smart information and regulation searches, etc.

It is worth singling out two unique initiatives under the umbrella of this platform:

- ▶ **eProcurement:** Public procurement is a key engine of the Spanish economy. The Plan contemplates the development of solutions for digitalising the processing of procurement

- ▶ **Funding and grants:** The idea is to develop a specific solution for managing funding and grants which, among other features, will enable the simple configuration of the eligibility and approval processes, while improving fraud prevention thanks to artificial intelligence.

### 3.3. TRANSPARENCY AND DATA-BASED POLICIES

The aim of this subset of measures is to enable the efficient and transparent management of open data by citizens and businesses and the development of data-driven public services.

On the basis of the open data work completed under the scope of the APORTA initiative developed by RED.ES, the idea is to develop a secure and transparent data management model that enables free and easy access to public and private information to facilitate the development of value-adding, citizen-centric digital services, the easy exchange of information between businesses and government, the development of new business models by companies and the assessment of public policies.

In that sense, this measure will make a substantial contribution to the development of a data economy and artificial intelligence in Spain (strategic priority #9 of the Digital Spain 2025 Agenda).

The model will be based on the guidelines set by the **Data Office**, which falls under the **State Secretariat for Digitalisation and Artificial Intelligence (SEDIA for its acronym in Spanish)**, notwithstanding the powers and duties attributed to the national statistics office, the **INE**, under Spanish and European legislation, and the recommendations issued by Spain's data protection agency, the **AEPD** for its acronym in Spanish.

This measure includes the development of the organisational and technological support necessary to enable delivery of the following **objectives**:

- ▶ **Availability of quality**, secure data that complies with data protection regulations and fosters transparency.
- ▶ **Stimulation of innovation and experimentation in data usage** by government by developing a framework for the implementation of data sharing and transfer models.
- ▶ **Promotion and facilitation of accessible data warehouses** that pave the way for the creation of new value-added services based on public sector and, potentially, private sector, data by building a cross-cutting platform for the sharing of data between business and government and across the various levels of government.

More details are provided on the corresponding measure below:

### **MEASURE 6. Transparent management and exchange of data**

This measure will drive and advance the concept of reusing public sector data by citizens and businesses, boosting the transparency of the General State Administration to put it at the cutting edge worldwide. It will also foster the development of value-added services for citizens and businesses (G2B), with a particularly big impact on SMEs, and will facilitate interoperability in that regard (B2G).

IT security regulations will be taken into consideration from the data model and service design phase right through to their commissioning, particularly data protection laws, in particular the reports and guidelines issued by the **AEPD**.

Among other initiatives, a major end-to-end General State Administration data warehouse will be developed with public and, possibly, external information so as to put an end to the silos of information and knowledge built up in the various ministerial departments.

Again, this development effort will be framed by the guidelines set by the **Data Office** of the **State Secretariat for Digitalisation and Artificial Intelligence**.

## **3.4. LIQUID DIGITAL INFRASTRUCTURE**

**The purpose of this subset of measures is to give the General State Administration the technology infrastructure and flexibility needed to modernise, duly adapted for environmental sustainability criteria so as to reduce its environmental footprint.** This measure also contributes to the transition towards a data economy and the use of artificial intelligence by government (strategic priority No.9 of the Digital Spain 2025 Agenda).

This investment area includes the development of the organisational and technological support necessary to enable delivery of the following **objectives**:

- ▶ **Improving public employee productivity by implementing a 21st century workstation** in the public administration, articulated around mobility and the use of collaborative tools (factoring in the legislation passed to this end).
- ▶ **Implementation of next-generation infrastructure as a service**, by means of a common technology infrastructure service, managed centrally for use on a shared basis.

- ▶ **Implementation of digitalisation measures** in public buildings in order to contribute to delivery of the related energy efficiency targets.

More details are provided on the corresponding measure below:

### **MEASURE 7. Cloud infrastructure service**

This measure covers the provision of redundant **hosting infrastructure for the data processing centres** of the various ministerial departments. Here the idea is to transform the General State Administration's data processing centres, driving their consolidation over internal centres (private cloud), with services from external suppliers (public cloud) as warranted.

To that end, the plan is to **reinforce the hybrid cloud solution, NubeSARA, enabling the provision of a range of solutions as a service**. In parallel, a facilitating cloud policy will be formulated to reinforce efficiency while guaranteeing data integrity, security and control at all times.

Lastly, and in collaboration with the State Secretariat for Telecommunications and Digital Infrastructure, a number of efforts will be made to increase Spain's participation in cloud infrastructure initiatives at the European level.

### **MEASURE 8. Smart Workstation**

The **COVID-19 crisis has highlighted the need for collaborative and mobility solutions for public employee working arrangements**. Against that backdrop, it is essential to embark on a transformational project for the introduction of next-generation working arrangements related with both the technology itself and the provision of digital and change management skillsets to public employees.

The components of the transformation pursued with this measure are related with the technological infrastructure and solutions needed to enable remote working. More specifically:

- ▶ **The provision of productivity management tools to public employees** to enable them to work collaboratively, leveraging the administration's burgeoning automation and artificial intelligence capabilities.
- ▶ **The provision of the devices** appropriate for each position and employee.
- ▶ **Next-generation connectivity** infrastructure and solutions.

### 3.5. CYBERSECURITY

This initiative seeks to guarantee the security of the infrastructure, communications and digital services provided by the public administration, in keeping with the National Cybersecurity Strategy and strategic priority No.4 of the Digital Spain 2025 Agenda. Network security determines the level of protection of each of its components. Against that backdrop, it is critical to develop an end-to-end cybersecurity strategy for all the public administrations.

This line of investment includes the development of the organisational and technological support necessary to better protect the General State Administration and enhance its prevention, detection and response capabilities in the event of incidents or attacks, ultimately reinforcing the Cybersecurity Operations Centre. That centre will be endowed with a national cybersecurity oversight system that will allow, among other functionality, the monitoring of key cybersecurity indicators by means of a dashboard. It will also unlock synergies by cooperating with other European cybersecurity bodies.

#### MEASURE 9. Cybersecurity Operations Centre

This measure consists of building a Cybersecurity Operations Centre for the entire General State Administration and its apparatus whose mission will be to protect against cybersecurity threats. The goal is to reinforce the ability to prevent and react to security incidents and increase the ability to track and detect cybersecurity threats in a more efficient, centralised manner, an effort destined to translate into significant money, work and time savings.

The Centre will help tighten security at all of the public entities and facilitate delivery of the National Security Framework by managing of those entities' security in a centralised manner.

This measure and the associated investments reflect the European Union's stance on cybersecurity as an essential aspect of digital transformation, as set down in Communication from the Commission (COM (2020) 605 final) on the EU Security Union Strategy, which calls for the EU to make sure its cybersecurity capabilities keep pace with reality. The initiative is, therefore, framed by legislative measures (e.g. the NIS Directive, cybersecurity regulations, etc.), as well as operational measures designed to equip the administration with enhanced prevention, detection and response capabilities. It is also specifically aligned with the Digital Europe Programme, whose chapter on cybersecurity calls for the creation, interconnection and reinforcement of national and regional Security Operations Centres.

**04**

**PILLAR 2:  
HIGH-IMPACT  
PROJECTS WITHIN  
THE PUBLIC SECTOR  
DIGITALISATION THRUST**



**P**illar 2 encompasses a universe of projects considered high impact or enablers of the digital transformation of the central services provided by the General State Administration. The aim is to automate processes, use artificial intelligence tools for public policy purposes and provide efficient service levels tailored for each target audience (citizens, businesses and their employees and public employees) and functional context, leveraging the common services and infrastructures contemplated under Pillar No.1.

This pillar comprises five lines of transformation for the government service areas of greatest impact, including health; justice; employment; inclusion, social security & migration, as well as a Consular Digitalisation Plan. It also includes a line that encompasses the key areas of agriculture, defence and other sectors.

Each of the strategic lines of initiative contemplated under the scope of this pillar will be executed by the competent ministry, albeit coordinated and overseen by the General Secretariat of Digital Administration, framed by the digital government governance model described in section 8 below.

Next is a description of the lines of initiative and the most important projects in each.

### **MEASURE 10. Digital transformation in public health**

Here the goal is to reinforce the national health service's systems by means of interoperable systems for managing the information processed by the various regional governments in order to raise service standards, use artificial intelligence to analyse data and prepare for health emergencies. To that end, the plan is to work on three core fronts:

- ▶ **Improved interoperability:** The national health service necessarily has to cooperate with the regional authorities and national bodies tasked with the provision of service, the mutual societies that manage coverage for state civil servants, the armed forces and justice administration staff, and the Ministry of Health, which is tasked with coordination. Interoperability is, therefore, a top priority for facilitating collaboration, requiring organisational, technical and semantic coordination mechanisms. This line of action will tackle a number of initiatives, notable among which the implementation of collaboration tools, inoculation record-keeping, development of e-prescription capabilities and standardisation/management of healthcare system services.
- ▶ **New service development:** Here the objective is to develop new digital services and enable all of the healthcare related rights contemplated in the legislative reform package introduced by Law 39/2015. To that end, the idea is to drive evolution of the Ministry of Health's service portfolio and set up new digital channels by means of app development.

- ▶ **Enhanced management:** Every bit as important as providing citizens and businesses with good digital services is to be able to rely on management tools that make engagement with the health services more user-friendly and, particularly, expedient. A number of initiatives will therefore be targeted at tackling the digital management

### **MEASURE 11. Digital transformation in the justice administration**

Digital transformation is a critical lever for shaping a friendlier, nimbler and more effective justice administration. To that end, the Ministry of Justice has drawn up the 2030 Justice Plan under which the following initiatives and projects will be carried out:

- ▶ **Improving digital services for citizens, businesses and other justice stakeholders.** This project aims to transform and enhance the experience of citizens and justice system players in dealing with the justice administration by building a suite of inclusive, personalised, proactive and high-quality digital services.
- ▶ **A sustainable electronic judicial record** such that the various public administrations with justice competencies can advance towards a sustainable judicial management model, aligning resources with requirements and ensuring a technology-rich, agile interconnected and ecological digital justice service that does not hinder access to the justice system for the purpose of delivering Sustainable Development Goal No.16 “Peace, justice and strong institutions”.
- ▶ **Facilitating digital immediacy, digital certification and remote work:** Enabling the provision of remote services by the justice administration, including digital immediacy, the remote provision of public document certification services for notaries and counsel and reinforcement of effective remote working arrangements.
- ▶ **Artificial intelligence and data-driven justice administration:** by developing a number of different use cases (e.g.: classification of documentation, use of information, translation, etc.) for speeding up and automating the handling of legal affairs without undermining data protection and cybersecurity needs.
- ▶ **Modernisation of systems, networks and work tools and fostering of interoperability and cybersecurity mechanisms within that infrastructure** across the Ministry of Justice and the justice administration.

### **MEASURE 12. Digital transformation in employment support**

The goal of this initiative is to improve the public services offered to Spain's citizens and businesses in all areas related with employment via their holistic transformation. To that end, the following projects will be carried out:

- ▶ **Unemployment benefits and activation policies:** Improving the IT systems that support the jobless benefits system and the systems that support the activation policies, such as employability training, placement services, the provision of information and counselling to job-seekers and businesses, the management of incentives for job creation and training support resources.
- ▶ **Digital public employment services:** Digitalisation of all the public services provided to citizens and businesses aimed at delivering administrative efficiency and citizen satisfaction.

Under the umbrella of this project, the idea is to develop mobile apps, aligned with the App Factory project, in order to make the above services more amenable, user-friendly and personalised. This line of initiative also contemplates smart process automation in order to render procedures more efficient.

- ▶ **Data analysis and management:** Development of services to deliver more efficient and targeted data management in the employment field, facilitate better decision-making and generate information that is more valuable for society.
- ▶ **Anti-fraud effort:** Tightening the anti-fraud systems by leveraging the functions afforded by artificial intelligence and data analysis so as to better - and automatically - detect irregular or fraudulent employment situations.

### **MEASURE 13. Digital transformation in inclusion, social security and migration**

This initiative aims to modernise and upgrade the quality of the public services provided by the Ministry of Inclusion, Social Security and Migration to make them more user-friendly, useful and accessible, also enabling new channels and services better suited to businesses' needs.

Progress will be made on developing the model for governing the Ministry's data, aligned with the rest of the universe of measures related with data governance, with the goal of developing a national model focused on the development of new policies in the areas of inclusion, social security and migration, as well new personalised and proactive services for Spain's citizens and businesses.

The Ministry has set itself the target of automating and upgrading the systems that support its service provision and duty fulfilment processes, particularly those related with social security affiliation, revenue collection and contributions, using common public administration services and tools as much as possible.

### **MEASURE 14. Consulate Digitalisation Plan**

This initiative aims to facilitate and boost access to the digital services offered by the Spanish public administration by Spaniards living abroad and foreign citizens living in Spain, particularly with respect to the other European Union member states.

Here, on account of its particular importance, the rollout and management of the changes will be key aspects to consider, requiring a support service for the entire Spanish consular network abroad.

### **MEASURE 15. Digital transformation in other areas of the General State Administration**

In addition to the five high-impact projects described above, the Plan contemplates working on digital transformation in other areas of importance such as security, agriculture, consumption and the care economy.

**a) Security.** On the security front, the Plan's goal is to reinforce the public bodies' service provision capabilities. To that end, a number of initiatives are being planned to create citizen-oriented digital public services, interoperable and accessible information systems and solid infrastructures to enable Spain to tackle any future catastrophes or pandemics from a position of strength. Those initiatives notably include:

- ▶ **Rollout and upgrade of networks:**
- ▶ **Upgrade of communication infrastructure.**
- ▶ **Development of digital public services.**
- ▶ **Upgrade of IT systems.**

Complementing the above measures, and common to all of the investments contemplated under this chapter, work will be done to make the digital identification and signature systems available to citizens more user-friendly, by bringing the eID concept to the next level, including the development of a mobile handset eID app.

The above investments are also designed to enhance prevention efforts vis-a-vis future emergencies, particularly those related with national security. To that end, the plan is to carry out a number of initiatives in the defence and intelligence areas in order to boost anticipation capabilities by using artificial intelligence, cryptography and data analytics technology and next-generation infrastructures, whose operability will be boosted.

**b) Agriculture.** Here the goal is to boost the competitiveness of agriculture by means of systems that enable the rollout of digital public services, linked essentially to the Common Agriculture Policy, and automation of internal management. Among other things, the plan is to develop an information system for agricultural holdings that permits the Ministry of Agriculture, Fishing and Food to manage all of its farming and breeding policies, while simplifying the relationship between farmers/breeders and the government and enabling the former to use all of the information about their holdings gleaned from the system for business management purposes.

**c) Consumption.** This section relates to measures designed to enhance the public services provided by the Ministry of Consumption through its e-office service and to publicise their existence to encourage greater usage by consumers.

Complementing those measures, from an internal perspective, the plan is to work on digitalising and upgrading the IT systems supporting consumption, consumer protection and gaming and to automate the procedures for ruling on consumer claims in order to speed up consumer protection processes.

Lastly, this initiative will modernise the instruments for analysing the products that could harm consumers, speeding up recall when required.

**d) Care economy.** This line of initiative relates to measures designed to facilitate interoperability in the area of care-giving, along with technological tools and best practices, in order to harmonise the provision of social services. These measures primarily fall under the purview of the regional and local governments.



**05**

**PILLAR 3:**

**DIGITAL TRANSFORMATION AND  
MODERNISATION OF THE MINISTRY  
OF TERRITORIAL POLICY AND PUBLIC  
FUNCTION AND THE REGIONAL AND  
LOCAL ADMINISTRATIONS**

## **PILLAR 3: DIGITAL TRANSFORMATION AND MODERNISATION 05 OF THE MINISTRY OF TERRITORIAL POLICY AND PUBLIC FUNCTION AND THE REGIONAL AND LOCAL ADMINISTRATIONS**

**D**igital transformation must trickle down to all levels of government. The overriding purpose of this pillar is, against that backdrop, to ensure that the new digital public services are nationwide in reach, **under the leadership of the Ministry of Territorial Policy and Public Function**, by leveraging the modernisation of the General State Administration's central services (registers, civil servant management, other ministerial services) and providing the regional and local governments with support with their transformation.

Indeed, depending on their capacity and usage, some of the cross-cutting projects may also be leveraged to provide services to the regional and local governments. Demand will be managed based on parameters set by the General Secretariat of Digital Administration and the eligibility criteria established by the Ministry of Territorial Policy and Public Function.

### **MEASURE 16. Digital transformation and modernisation of the Ministry of Territorial Policy and Public Function**

The digital transformation of the public administration contemplated in the Digital Spain 2025 Agenda calls for the transition to reach all levels of government through investments at the national, regional and local levels.

At the Ministry level, this measure will materialise in modernisation projects that will enhance administrative processes and procedures and the digital competencies and resources available in order to improve citizen service standards and contribute actively to the success of the public policies aimed at bringing about major transformation in Spain (digital transformation, green transformation, social cohesion and territorial cohesion).

### **MEASURE 17. Digital transformation of the regional and local administrations**

The support for the regional and local governments will be articulated around the provision of financial support for the execution of projects related with digital transformation (process automation, digital public services, etc.), open government, the implementation of teleworking and innovation in services and technology.

The Ministry of Territorial Policy and Public Function will determine the general and specific terms for qualifying for that financial support, including a manual containing technical guidance and specifications so that the projects financed are carried out in a manner consistent and coordinated with the General State Administration thrust and in line with the investment

## **PILLAR 3: DIGITAL TRANSFORMATION AND MODERNISATION 05** **OF THE MINISTRY OF TERRITORIAL POLICY AND** **PUBLIC FUNCTION AND THE REGIONAL AND LOCAL** **ADMINISTRATIONS**

consistency and impact criteria expected by the European Commission. Specifically, eligible projects must present the following characteristics:

- ▶ **Alignment with the objectives and initiatives of the Digital Spain 2025 Agenda**, the Recovery, Transformation and Resilience Plan and this Plan for the Digitalisation of Spain's Public Administration. That alignment is essential to obtaining the desired results: the various projects must complement each other so that the investments made have a multiplier effect.
- ▶ **Alignment with the framework for action included in the institutional cooperation programme** to be defined by the Ministry of Territorial Policy and Public Function in collaboration with the rest of the public administrations.
- ▶ **Reuse.** It is essential to ensure the reuse of the digital services and solutions created in order to maximise the return on the related investments and democratise access to technology all across the nation. Indeed, depending on their capacity and usage, some of the cross-cutting projects may also be leveraged to provide services to the regional and local governments. Demand will be managed based on parameters set by the General Secretariat of Digital Administration and the eligibility criteria established by the Ministry of Territorial Policy and Public Function.





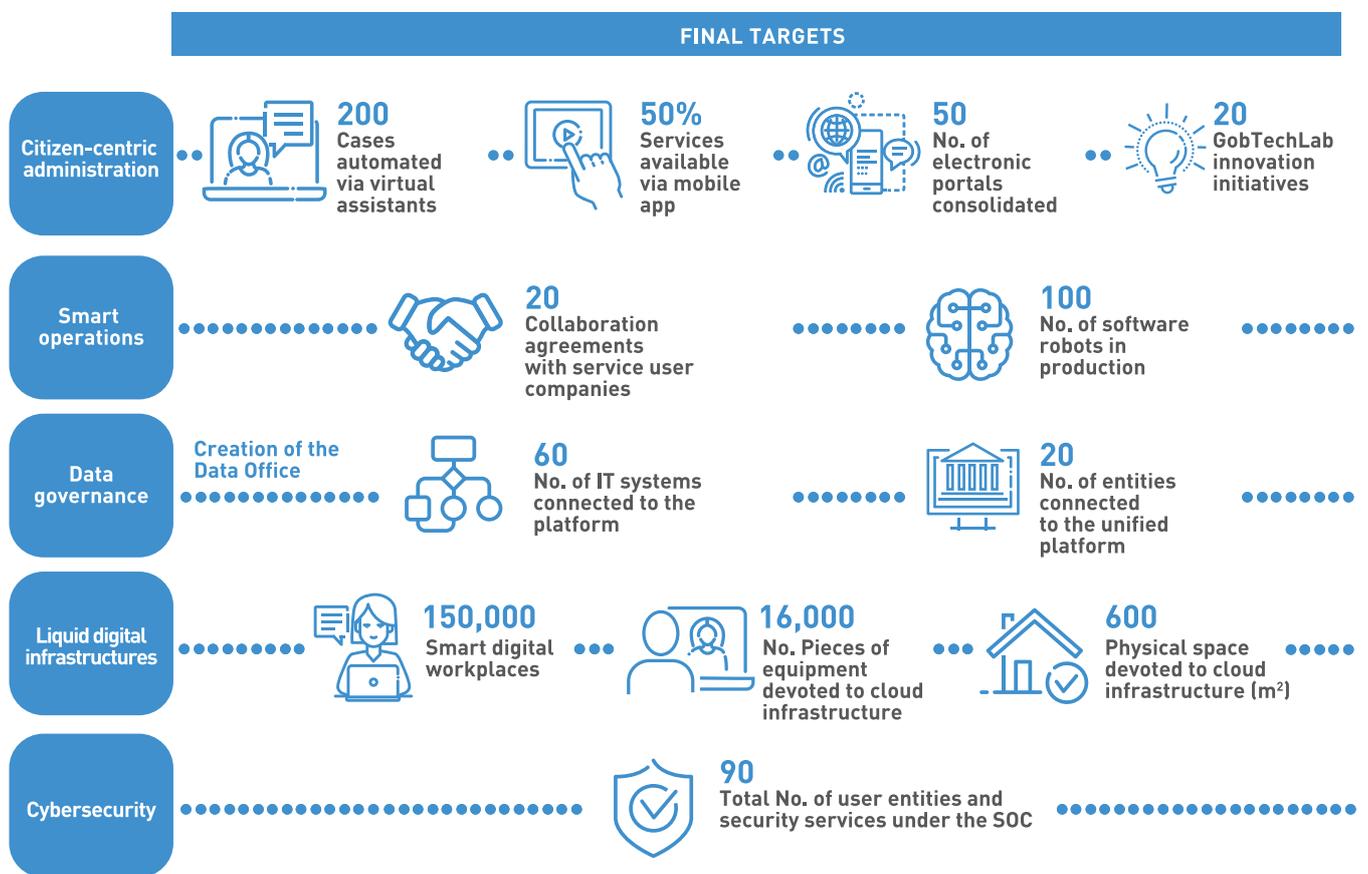
# 06

## STRATEGIC OBJECTIVES

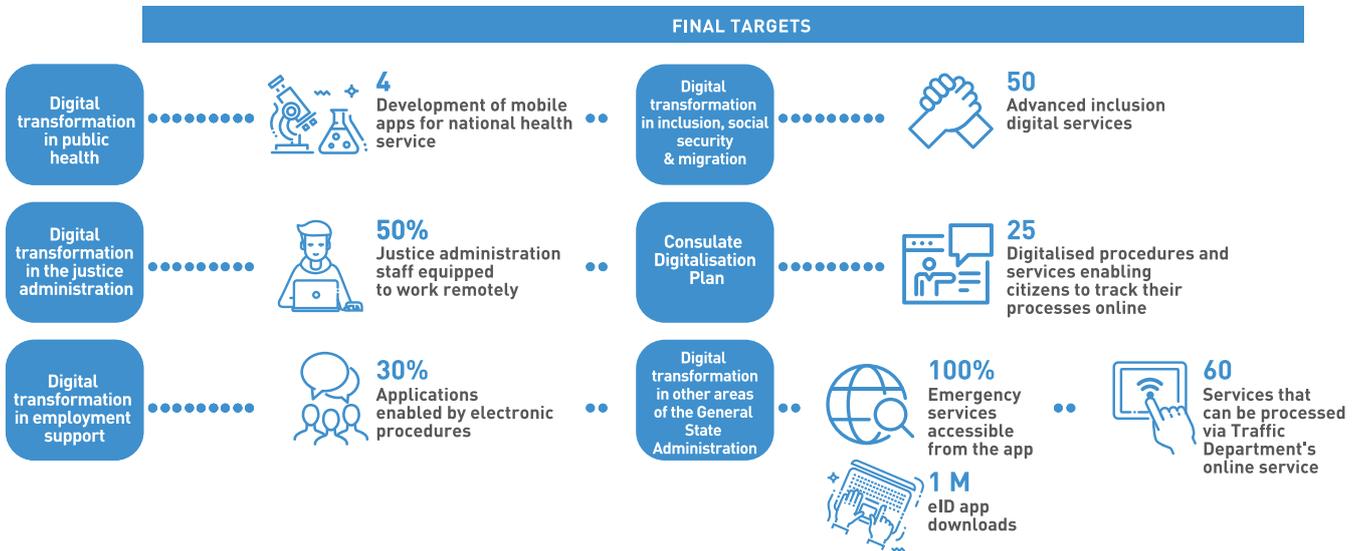


This section presents the main planning objectives that will be mapped out over time for each of the strategic lines of initiative contemplated in the Digital Spain 2025 Agenda and the Recovery, Transformation and Resilience Plan. For each indicator, the key milestones are shown. Nevertheless, each project may have its own battery of indicators depending on its specific characteristics.

## Pillar 1. Digital Transformation of the General State Administration

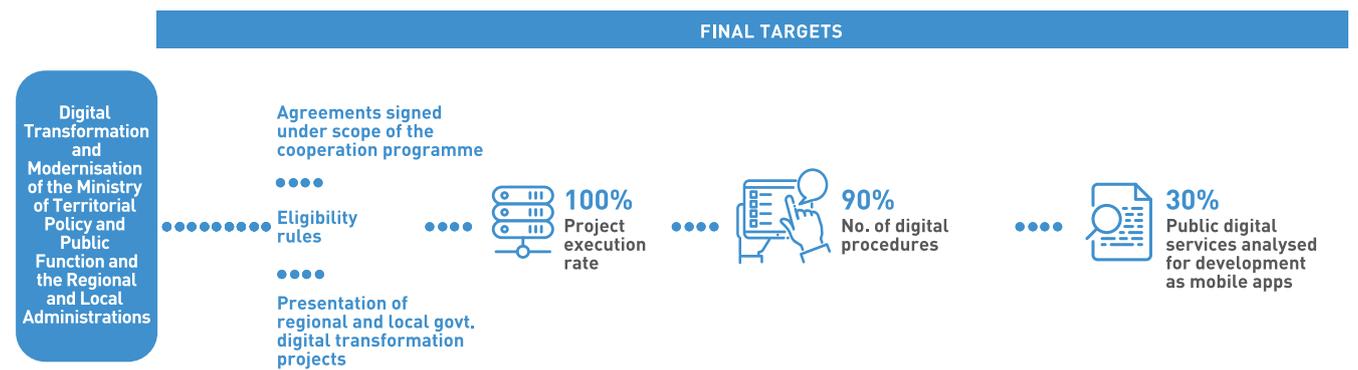


**Pillar 2. High-impact Projects within the Public Sector Digitalisation Thrust (\*)**



(\*) For Pillar 2 an initial list of indicators is presented that will be broken out in more detail in subsequent implementing documents.

**Pillar 3. Digital Transformation and Modernisation of the Ministry of Territorial Policy and Public Function and the Regional and Local Administrations (\*\*)**



(\*\*) For Pillar 3 an initial list of indicators is presented that will be broken out in more detail in subsequent implementing documents



07

BUDGET



**B**elow is the breakdown of the budget allocated to the Plan for the Digitalisation of Spain's Public Administration

PILLARS	TOTAL ESTIMATED INVESTMENT (€ M)
P1. DIGITAL TRANSFORMATION OF THE GENERAL STATE ADMINISTRATION	960
P2. HIGH-IMPACT PROJECTS WITHIN THE PUBLIC SECTOR DIGITALISATION THRUST	1,040
P3. DIGITAL TRANSFORMATION AND MODERNISATION OF THE MINISTRY OF TERRITORIAL POLICY AND PUBLIC FUNCTION AND THE REGIONAL AND LOCAL ADMINISTRATIONS	600
	2,600

-20576.372

# 08

## GOVERNANCE



**D**elivery of the targets specific to the Plan for the Digitalisation of Spain's Public Administration, framed by the Government of Spain's Resilience, Transformation and Recovery Plan, requires a governance model capable of combining the efforts of each administration and public authority in a coordinated and collaborative manner in order to achieve the best possible results for citizens, businesses and public employees alike.

**That governance model in itself constitutes an area of public sector reform**, as it strives to multiply the efficiency and effectiveness of the actions taken on the digital front at the various levels of government - state, regional and local -, speed up decision-making and foster the generation of synergies and inter-governmental collaboration, while guaranteeing the sustainability over time of the major investments planned for the coming years.

## 8.1. ORGANISATIONAL MODEL

**Within the General State Administration, management of information and communication technology (ICT) matters is spread out among a number of different bodies and ministerial departments**, more specifically their dedicated ICT units. Nevertheless, a growing number of functions and services are being provided centrally in a bid to lower costs and rationalise their management. Specifically, the General Secretariat for Digital Administration (the SGAD for its acronym in Spanish), has a leading role to play as the body tasked with championing the rationalisation of ICT technology usage across the General State Administration and its public bodies.

The use of common tools and systems also facilitates the mobility of public employees between different roles, shortening transition and change management lead times in each position. This is particularly important in areas of the administration in which mobility is high.

Moreover, the decentralisation of ICT managerial powers impedes generation of an end-to-end vision of the public administration's current digitalisation footprint in general and the extent of compliance with Laws 39/2015 and 40/2015 in particular.

### TRANSFORMATION OF THE SGAD

To tackle the digital transformation process optimally, the necessary regulatory and organisational reforms will be carried out to endow the SGAD with the capabilities and flexibility needed to see the strategic and operational planning of the various projects to fruition as planned, framed by agility, efficiency and legal certainty, while guaranteeing direct and indirect use of the funds received and subsequent evaluation thereof.

ENGAGEMENT WITH THE ICT UNITS

To ensure that the initiatives contemplated under the Plan for the Digitalisation of Spain’s Public Administration are as cross-cutting as possible and make the best use of the available funds, the aim is to establish a ‘federal model’, in which the ICT units continue to report to the corresponding ministries but also report, by adding a functional reporting line, in respect of the cross-cutting digital services, to the SGAD such that the latter can define and implement ‘corporate’ ICT guidelines and controls to ensure the efficiency, effectiveness and reuse of the digital solutions and infrastructures, while leveraging their potential for contributing to the country’s green transition objectives and making sure their environmental impact is minimised.

That model will make it possible to make the SGAD the body responsible for monitoring, controlling and coordinating the rollout of the Plan, thus creating a holistic vision of the effort to modernise the General State Administration. Such a model will also make it easier to identify best practices or tools that can be distributed or replicated for use by other ministries and/or public administrations. Notwithstanding the foregoing, the model will be fine-tuned for the needs and characteristics of each project:

- ▶ **Cross-cutting projects:** The cross-cutting projects will be executed by the SGAD in coordination with the ministerial ICT units for the purposes of managing the ministerial departments’ demand, requirements and needs.
- ▶ **Enabling or high-impact projects:** These projects will be executed by the ICT units that support the corresponding high-impact area, in keeping with the technology guidelines issued by the SGAD.

To complement that structure, the projects encompassed by the Plan for the Digitalisation of the Public Administrations will be classified in accordance with their strategic importance and contribution to delivery of the Plan’s objectives, in accordance with the following matrix:



That project classification matrix will enable establishment of the level of intensity of management, oversight and control of the projects included in the Plan for the Digitalisation of the Public Administrations. Lastly, and by way of summary, the figure below depicts the main responsibilities corresponding to the SGAD, on the one hand, and the ministerial departments' ICT units, on the other.

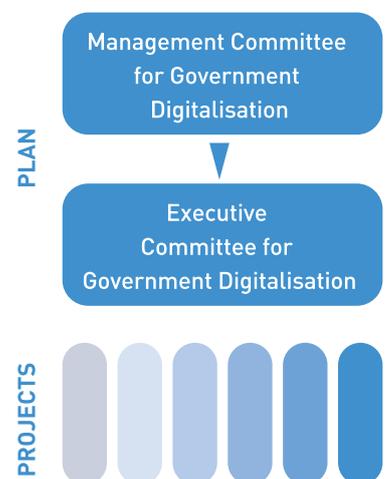


## 8.2. GOVERNING BODIES

Rollout of the Plan requires a governance model that can guarantee efficient control, management, adjustment and decision-making so that the targets set are met on a timely basis and in line with the strategic model for digital government in Spain.

That governance model will be structured into two levels.

- ▶ **Plan:** The mission of this first level is to oversee, control and manage the strategic Pillars No.1 and No.2 of the Plan for the Digitalisation of Spain's Public Administration (SGA and high-impact functions).



► **Projects:** Each project will have a specific governance model as a function of its characteristics. That model will be defined during the project selection process.

That governance model will be regulated by means of a ROYAL DECREE that will replace Royal Decree 806/2014 on the organisation and facilitators of ICT in the General State Administration and its public bodies.

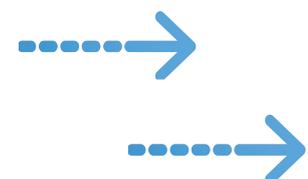
Below is a description of the governance model for the Plan for the Digitalisation of Spain’s Public Administration.

MANAGEMENT COMMITTEE FOR GOVERNMENT DIGITALISATION

BODIES ON THE COMMITTEE:	TOOLS
<ul style="list-style-type: none"> <li>► Ministry of Economic Affairs and Digital Transformation                             <ul style="list-style-type: none"> <li>• SEDIA (Presidency)</li> <li>• SGAD (Secretary)</li> </ul> </li> <li>► Other ministries                             <ul style="list-style-type: none"> <li>• The person in charge of the subsecretariat of each ministry as the ministerial management body competent for ICT or, as the case may be, the person that heads up the highest ministerial body that has been attributed ministerial powers over ICT.</li> <li>• The President will be entitled to invite representatives from other managerial centres and public institutions to join the Committee meetings, with a say but no vote.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Plan for the Digitalisation of Spain’s Public Administration Dashboard</li> <li>• Executive monitoring report</li> </ul>
	FREQUENCY
	<ul style="list-style-type: none"> <li>• Annual (minimum required frequency)</li> </ul>

DUTIES

- Drive and coordinate execution of the digital transformation of government framed by the plans and initiatives put in place.
- Provide advice to the Ministry of Economic Affairs and Digital Transformation on processes related with the digital transformation of government.
- Monitor developments with respect to the digital transformation of government, gathering any information deemed necessary to that end.
- Submitting, via the person presiding the Committee, an annual progress report to the Ministry of Economic Affairs and Digital Transformation on execution of the digital transformation of government.



## EXECUTIVE COMMITTEE FOR GOVERNMENT DIGITALISATION

### BODIES ON THE COMMITTEE

- ▶ Ministry of Economic Affairs and Digital Transformation
  - SGAD (Presidency)
- ▶ Other ministries
  - Person in charge of ICT at each subsecretariat or, as the case may be, of the highest body tasked with ICT coordination.
  - Heads of ICT units other than those itemised above whom, due to their relative importance, are designated by the SGAD.

### TOOLS

- Plan for the Digitalisation of Spain's Public Administration Dashboard
- Monitoring report

### FREQUENCY

- Two-monthly (minimum required frequency)

### DUTIES

- ▶ Coordinate and collaborate with the SGAD and authorities and bodies comprising the SGA and its apparatus to ensure a coordinated effort aligned with the strategic lines of initiative in force.
- ▶ Set up the taskforces deemed advisable for due performance of its duties.

As such, the Management Committee for Government Digitalisation will be the body tasked with strategic oversight of the Plan for the Digitalisation of the Public Administration and its key projects, complementing the coordination effort with the ministerial departments' IT units and the regional governments. At the operating level, the Executive Committee for Government Digitalisation, meanwhile, will play a key role in the interrelationship with all of the ICT units of the competent ministerial departments.



**09**

**LEGISLATIVE  
REFORM**

**R**ollout of the Plan for the Digitalisation of Spain's Public Administration requires a series of legislative developments:

### 9.1. GOVERNANCE MODEL REFORM

The purpose of this reform effort is to transpose into law the governance model devised for the supervision, management and coordination of the Plan for the Digitalisation of the Public Administration through the Management Committee for Government Digitalisation, the Executive Committee for Government Digitalisation, the ministerial committees for government digitalisation and the SGAD, which are the bodies with competencies in digital government matters and, ultimately, responsibility for the digitalisation and digital transition of the State Government Administration.

### 9.2. INTER-GOVERNMENT COOPERATION REFORM

**This purpose of this line of reform is to take the organisational, semantic and technical framework of interoperability between the public administrations and Spain's citizens to a new level, furthering the legislative reform initiated with Law 40/2015, on the public sector legal regime.**

- ▶ The goal is to boost organisational interoperability, encompassing all of the elements for cooperation, maintenance of the national inventories of government information and support for common services and the reuse of technology infrastructure and products.
- ▶ Evolution of semantic interoperability by publishing and applying new data models for the exchange of information - horizontal and cross-sectoral - and data models related with common infrastructure, services and tools.
- ▶ Development of technical interoperability, aligning the technology standards for the use of new technologies and digital services.

**Implementation of such legislative reform will permit the update, almost a decade after its launch, of the National Interoperability Framework approved via Royal Decree 4/2010, and many of the implementing technical standards.**

This area of legislative reform will enable the provision of the legal support needed to deploy the various investments contemplated in this Plan, as well as other technology initiatives financed from each administration's operating expenses.

The legislative reform will be formulated in collaboration with the e-Government Committee (CSAE for its acronym in Spanish).

This work will also be conducted jointly through the taskforces set up with the Spanish business association confederations, CEOE and CEPYME, in respect of aspects related with interoperability in the field of business..

### 9.3. GOVERNMENT CYBERSECURITY REFORM

Similarly, the National Security Framework, enacted by means of Royal Decree 3/2010, which regulates the above framework in respect of e-government, has been in existence for nearly 10 years and needs updating for the new context.

The idea underpinning this area of legislative reform is to provide support for the measures in the Digitalisation Plan related with cybersecurity, upgrading the Spanish public administrations' security policy (which covers all public sector entities), establishing the principles and minimum requirements needed to provide due assurance with respect to the security of the data processed and updating the technical security instructions so as to deliver the correct, homogeneous and consistent implementation of security measures.

The updating of the National Security Framework needs to layer in the EU regulations designed to increase IT system cybersecurity, such as: Directive (EU) 2016/1148 of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union (transposed into Spanish law via Royal Decree-Law 12/2018), which signals the need to take into account the National Security Framework; and Regulation (EU) 2019/881 of the European Parliament and of the Council of 17 April 2019 on ENISA (the European Union Agency for Cybersecurity) and on information and communications technology cybersecurity certification and repealing Regulation (EU) No 526/2013 (Cybersecurity Act). On the national plane it is also necessary to consider Royal Decree-Law 14/2019, on urgent measures for reasons of public security in the areas of digital government, public procurement and telecommunications.

The legislative reform will be formulated in collaboration with the e-Government Committee (CSAE for its acronym in Spanish).

## 9.4. REFORMS TO ENABLE THE TRANSFORMATION OF THE SGAD

As noted earlier, in order to duly support execution of the measures contemplated in this Plan and to more generally tackle the digital transformation being pursued, legislative and organisational reforms will be undertaken so as to provide the SGAD with the capabilities and flexibility it needs to ensure optimal use of the funds received.



# 1

**EXHIBIT**



The catalogue of digital public services aims to facilitate the implementation of Laws 39/2015 and 40/2015 which strive to bring about a scenario in which (i) electronic processing should be the standard for public administration management with citizens and at the inter-government level; and (ii) there is a need for common services, infrastructure and other technological solutions responsive to the forecasts for burgeoning digital usage.

Those services need to be used by civil servants and the ICT units of the ministerial departments in order to tackle the digitalisation of the public services and administrative procedures. Over the course of the Plan’s execution, the SGAD will upgrade those services, endowing them with new functionality and capabilities, using the advanced digitalisation services described throughout this document (virtual assistant platform for the general access gateway and certain call lines, etc.).

Those services are itemised below:

TYPE	NAME	BENEFICIARY
EID AND E-SIGNATURE	Cl@ve. e-ID for government dealings.	All govt.
	Cl@ve Firma. eSignature based on centralised services.	All govt.
	@Firma. Platform for authenticating certificates and signatures.	All govt.
	TS@. Time stamp platform.	All govt.
	Valide. Authentication of electronic signatures and certificates.	Citizens, businesses and civil servants
	Cliente. Customer e-Signature application.	Civil servants, citizens and businesses
	Port@firma. Civil servant e-Signature.	All govt.
	AutenticA. Civil servant authentication.	All govt.
	eIDAS. European electronic IDentification, Authentication and trust Services.	All govt.
CITIZEN REGISTRATION AND REPRESENTATION BEFORE GOVT.	SIR. Register interconnection system.	All govt.
	Common electronic register.	Citizens and businesses
	Geiser. End-to-end management of registry services.	GSA, regional govt., provincial councils, town councils
	ORVE. Virtual registration office.	Regional and local govts.

TYPE	NAME	BENEFICIARY
CITIZEN REGISTRATION AND REPRESENTATION BEFORE GOVT.	Podera. eRegister of powers of attorney for the General State Administration.	GSA
	Habilita. Register of authorised civil servants.	SGE and its public bodies
	Representa. Common gateway for authenticating the authorisation and representation of natural and legal persons.	Public administrations
	Notaria. Notary powers consultation	All govt
CITIZEN AND BUSINESS SERVICE	PAG. General access gateway.	Citizens, businesses and govt.
	060 call line. Telephone access to govt.	Citizens, businesses, GSA and its public bodies
	Carpeta Ciudadana. Citizen-centred service for dealings with govt.	Citizens
	FAC-e. General entry gateway for e-invoices.	Businesses and govt
	SCCD. Common address change system.	Citizens and govt
	Test registration.	Citizens and GSA
	Cita previa. Online appointments.	Citizens and govt
INTER-GOVT. EXCHANGE OF INFORMATION	PID. Data intermediation platform.	All govt
	SCSPv3 portfolio. Suite of solutions to enable public administrations to ask for or provide structured data from/to other bodies.	All govt
CROSS-CUTTING INFORMATION SYSTEMS	SIA. Administrative information system.	All govt
	DIR3. Common directory of units containing an inventory of the administrative bodies at the various levels of govt. and the bodies under them.	All govt
CITIZEN COMMUNICATION AND NOTIFICATION	DEHú. Single notification gateway for all public administrations.	Citizens
	Notifica. Notification management.	All govt
	SNE. Electronic notification service.	Citizens and govt.
	SIM. Multi-channel messaging platform.	All govt
ELECTRONIC RECORDS, DOCUMENTS AND ARCHIVING.	InSiDe. Electronic documentation infrastructure and systems.	All govt
	Archive. Definitive record and document archive.	All govt
ASSISTANCE WITH GOVERNMENT DEALINGS	Acceda. Electronic procedure office and management.	All govt
	PAGOS. Payment gateway.	GSA
COMMUNICATION AND PUBLICITY	PAe. Electronic administration portal.	Civil servants, businesses, citizens.
	OBSAE. eGovernment observatory DATAOBSAE.	Civil servants, businesses, citizens.

TYPE	NAME	BENEFICIARY
REUSE	CTT. Technology transfer centre.	Civil servants, businesses, citizens.
	CISE. Semantic interoperability centre.	All govt
	datos.gob.es. portal Contains the national open data catalogue.	Businesses, citizens and govt
TOOLS FOR PUBLIC PORTALS AND SERVICES	Plata. Machine translation platform.	All govt
	EGEO. Spain in georeferencing.	All govt
	OAW. Accessibility observatory; online diagnosis service.	All govt
	FORMA. Forms for online publication	All govt
COMMUNICATION AND MESSAGING	Multidomain email - correo.gob.es	All govt
	Reúnete. Common virtual meeting service.	All govt
	Almacén. Platform for sending and receiving large files.	Civil servants
HUMAN RESOURCES	NEDAES – Standard state administration payroll.	GSA
	SIGP. Integrated personnel management system.	GSA
	FUNCIÓNA. Public employment portal.	GSA
	RCP (central personnel register) and CECIR portal (for HR management).	SGA and universities
	TRAMA. Civil servant permit and incident processing.	All govt
COLLABORATION	CIRCABC. Information exchange and collaborative teamwork.	All govt

In the course of executing the Plan, the SGAD will issue the resolutions needed to declare these services cross-cutting digital public services.

These services are additional to those already included in the catalogue, which are at differing stages of implementation:

SERVICE	STATUS
Unified telecommunications service	Implemented
Hybrid cloud service (SARA)	In progress
Unified email service	In progress
Multi-channel citizen assistance service	Ongoing upgrade
Registration management service	Implemented
Notification management service	Implemented
Payroll management service	Implemented
Integrated personnel management system	In progress
Common financial budget management service	Implemented
Common e-signature generation and authentication service	In progress
Electronic record and document management service	In progress
Electronic archive management service	In progress

The ministerial ICT units need to leverage all of these services and infrastructures in order to carry out the projects contemplated under the Plan for the Digitalisation of Spain’s Public Administration and gradually upgrade the services and applications already in existence.



# 2

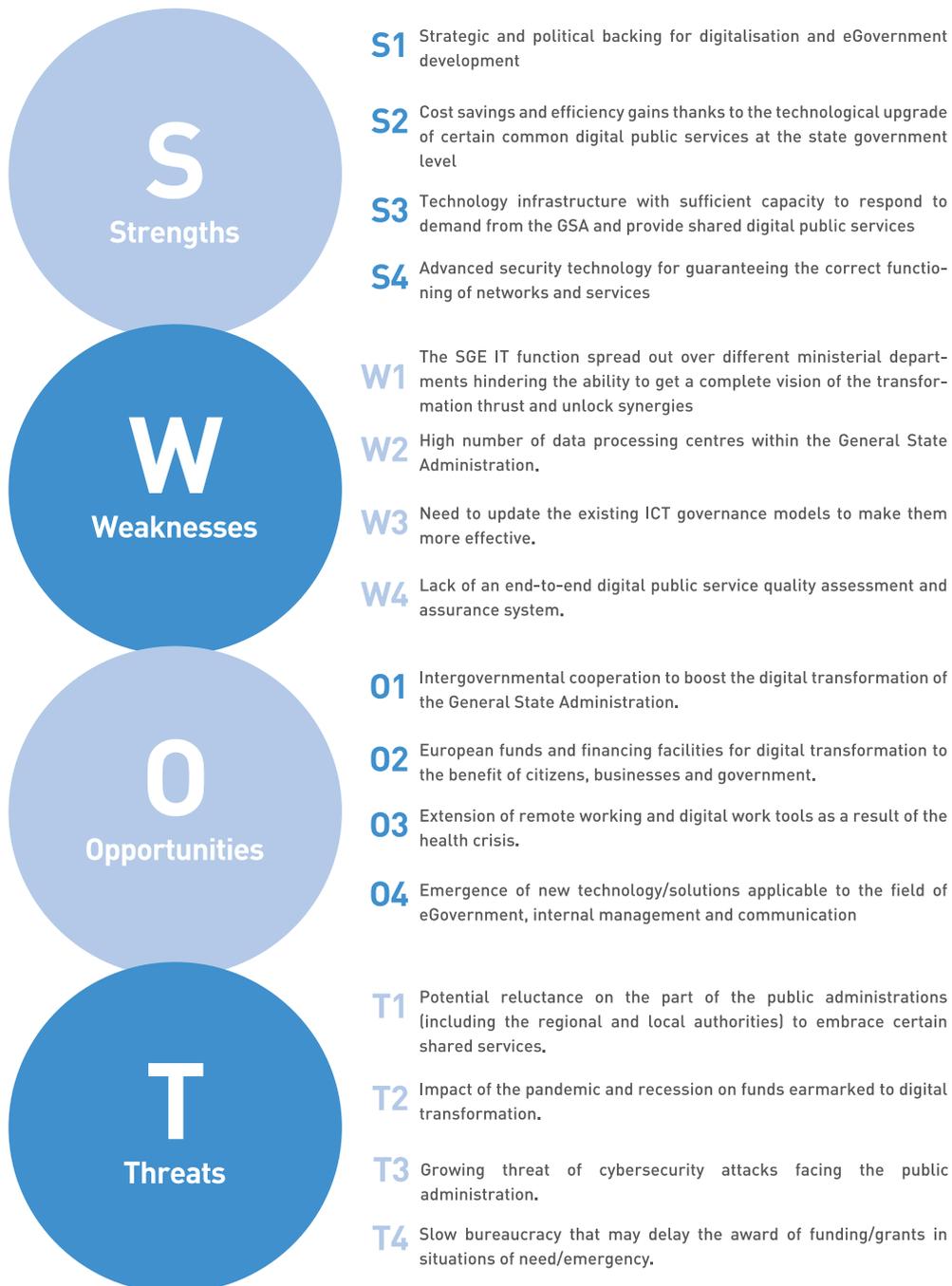
**EXHIBIT**



In recent years a range of plans and strategies have been rolled out with the aim of accelerating government digitalisation, setting out guiding principles, objectives and action plans to that end, including milestones for the gradual implementation of digital government over a time-frame running until 2020. That effort was framed by application of Laws 39/2015 and 40/2015.

## SWOT analysis

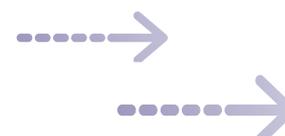
Analysis of the current context has helped pinpoint certain characteristics that have been taken into consideration for the purposes of this Plan for the Digitalisation of the Public Administration. Specifically:



## Actionable strategies

For each of the aspects analysed in the SWOT analysis, a series of actionable strategies was then defined to Correct weaknesses, Address threats, Maintain strengths and Exploit opportunities (match and convert), as warranted, with the aim of designing a tactical and effective Digitalisation Plan with clear-cut results for Spain's citizens and businesses.

ID	SWOT	ID	MATCH AND CONVERT
S1	Strength - Strategic and political backing for digitalisation and eGovernment development	M1	Maintain - Development of a Plan for the Digitalisation of the Public Administration with a cross-cutting vision
S2	Strength - Cost savings, efficiency gains and reduction of the environmental footprint thanks to the technological upgrade of certain cross-cutting digital public services at the state government level	M2	Maintain - Strategic commitment to the provision of cross-cutting digital public services and development of a smart automation technology platform
S3	Strength - Technology infrastructure with sufficient capacity to respond to demand from the GSA and provide cross-cutting digital public services	M3	Maintain - Development of an 'infrastructure as a service' model whose resources can be used across the board.
S4	Strength - Appropriate technology for guaranteeing the correct functioning of networks and services	M4	Maintain - Development and monitoring of systems and infrastructure to keep them aligned with the new reality in terms of cybersecurity developments and emerging technologies
W1	Weakness - The SGE IT function is spread out over different ministerial departments, potentially hindering the ability to get a 360o vision of the transformation thrust and unlock synergies	C1	Correct - Leadership and coordination by the General Secretariat of Digital Administration
W2	Weakness - High number of data processing centres within the GSA	C2	Correct - Significant increase in the benchmark data processing centres' capabilities and reduction of their environmental footprint
W3	Weakness - Need to update the existing ICT governance models to make them more effective	C3	Correct - Definition of a Plan-specific governance model addressing the interrelationship of all the key players such that the Plan is successfully executed as intended
W4	Weakness - High-intensity and complex management processes and services	C4	Correct - Strategic focus on smart process automation systems



ID	SWOT	ID	MATCH AND CONVERT
01	Opportunity - An integrated and solid public administration capable of pursuing and attaining digital transformation	E1	Exploit - Improve information interoperability across the various levels of government (G2G) and reinforcement of the eGovernment Committee (CSAE)
02	Opportunity - European funds for improving the provision of public services	E2	Exploit - Scope for embedding this Plan into the Recovery, Transformation and Resilience Plan
03	Opportunity - Repowering thanks to new infrastructure and emerging technology	E3	Exploit - Deployment of next-generation infrastructure to facilitate the provision of solutions based on emerging technologies. Transformation of civil servant working arrangements
04	Opportunity - An advanced digital administration that can offer the solutions citizens and businesses want to receive	E4	Exploit - Development and rollout of a laboratory for citizen-government experience innovation
T1	Threat - Reluctance at some authorities to adopt certain cross-cutting digital services	A1	Address - Strategic commitment to homogeneous digital transformation and modernisation of the SGA
T2	Threat - Impact of pandemic and recession on funds earmarked to digital transformation	A2	Address - Assignment of specific enabling high-impact areas (employment   justice   health)
T3	Threat - Growing threat of cybersecurity attacks facing the public administration	A3	Address - Development of the Cybersecurity Operations Centre for the GSA and its apparatus
T4	Threat - Slow bureaucracy and procurement processes that can delay execution or the grant of funding/grants in emergency situations	A4	Address - Strategic commitment to nimble public contracting processes and development of benchmark initiatives such as the upgrade of the record/case processing tools (eProcurement)



2020

2019

2018

**3**  
**EXHIBIT**



A risk or opportunity is any event or source of uncertainty that, if it were to materialise, would have a negative or positive impact on one or more of the targets contained in the Plan for the Digitalisation of Spain’s Public Administration and the related projects in terms of scope, timing, cost and/or quality.

Against that backdrop, it is vital to manage the Plan’s risks and opportunities in order to establish standard processes that increase the probability and impact of the opportunities and reduce the probability and impact of the risks of any given project or initiative.

The SGAD, in its capacity as the competent authority for managing, monitoring and controlling execution of the Plan, will keep an updated inventory of the risks implicit in the Plan and its projects, which will be included within the Dashboard. Below is an inventory of the initial Plan risks:

CATEGORY: PLAN MANAGEMENT	
<b>Risk: Lack of a governance model</b>	
PREVENTION	<ol style="list-style-type: none"> <li>1. Development of an end-to-end governance model for the Plan</li> <li>2. Definition of roles and responsibilities for each of the authorities participating in the Plan's execution</li> </ol>
<b>Risk: Implementation of the new governance model</b>	
PREVENTION	<ol style="list-style-type: none"> <li>1. Approval of a governance model by the Spanish Cabinet</li> <li>2. Replacement of Royal Decree 806/2014</li> </ol>
<b>Risk: Failure to execute the Plan projects on time</b>	
PREVENTION	<ol style="list-style-type: none"> <li>1. Allocation of governing bodies at the SGA and national levels for project oversight and control purposes</li> <li>2. Ensuring active participation by the ICT units, endowing the Plan with the human expertise needed for each high-impact line of initiative</li> </ol>
<b>Risk: Small staff at the SGAD</b>	
PREVENTION	<ol style="list-style-type: none"> <li>1. Creation of new civil servant jobs. Attraction of talent to the SGAD</li> <li>2. Tendering of technical assistance contacts for the SGAD for the purpose of managing, monitoring and controlling the Plan and its projects</li> </ol>
<b>Risk: Technical, financial and environmental sustainability</b>	
PREVENTION	<ol style="list-style-type: none"> <li>1. Establishment of a suite of common services that enable synergistic efforts and generation of economies of scale</li> </ol>

## CATEGORY: PROJECT MANAGEMENT

### Risk: Reduced involvement of the ministerial departments

#### PREVENTION

1. Engagement of the most senior authorities and managers from the ministerial departments.
2. Development of a change management and skill-raising plan by the Ministry of Territorial Policy and Public Function.
3. Setting up of an active feedback gathering channel.

### Risk: Breadth of agents involved. Coordination/communication errors

#### PREVENTION

1. Establishment of an oversight and control model that facilitates coordination and communication among the various parties.
2. Definition of a matrix of roles and responsibilities per project (RACI matrix).

## CATEGORY: LEGISLATION

### Risk: Failure to layer legal considerations into the transformation thrust

#### PREVENTION

1. Identification of the legal reforms needed to roll out the Plan
2. Approval of the necessary legislative reforms



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