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TAIEX TSI PACE 2024 STUDY VISIT ON SUSTAINABILITY AND GOVERNANCE

FINAL REPORT[2]

SUSTAINABILITY AND GOVERNANCE

30-JULY 2025

BENEFICIARY: OFFICE OF THE DEPUTY PRIME MINISTER AND OFFICE OF GOVERNMENT OF THE SLOVAK REPUBLIC

HOST: PRESIDENCY OF THE GOVERNEMNT, GENERAL SECRETARIAT OF CO-ORDINATION, GREECE

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Guidance box – to be deleted

Please complete this report and return it electronically to medhy.voisin@ec.europa.eu & SG-REFORM-PACE@ec.europa.eu within 30 days of the completion of the event. For reasons of coherence, participants are invited to draft a joint report.

The format of this report is open to suit your needs; it could take the form of:

- a comparative analysis,
- a list of good practices learned,
- an adaptation of the knowledge gained as recommendations for your home administration,
- an action plan for follow-up in the medium-term,
- a draft strategy, a draft legislation, or else.

Please explain how this exchange has responded the original needs and how it will support you to implement the reform(s) targeted via this TSI support, in the short, medium and long term.

We remind that this report can be drafted either solely by the visiting Member State(s), or also in cooperation with the host administration, when relevant

NB: This report, once received and approved by SG REFORM, could become part of a wider repository of PACE reports, aimed to further share the knowledge gained through the exchanges across all Member States. In case you deem your exchange is based on a sensitive topic, please kindly raise it upon the submission of the report and clearly communicate whether you would like to withhold it from further sharing with other countries.

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Introduction

Purpose:
Implementation of the European Commission's PACE project, focused on bilateral cooperation between EU member states

Place and time:

Athens, Presidency of the Government, General Secretariat for Coordination, 13.7. - 14.7.2025

Participants for the Slovak Republic:
Office of the Deputy Prime Minister for the Recovery Plan and Knowledge Economy: Strategic Initiatives Section/Sustainable Development Department – Valéria Bankóová, Kvetoslav Kmec

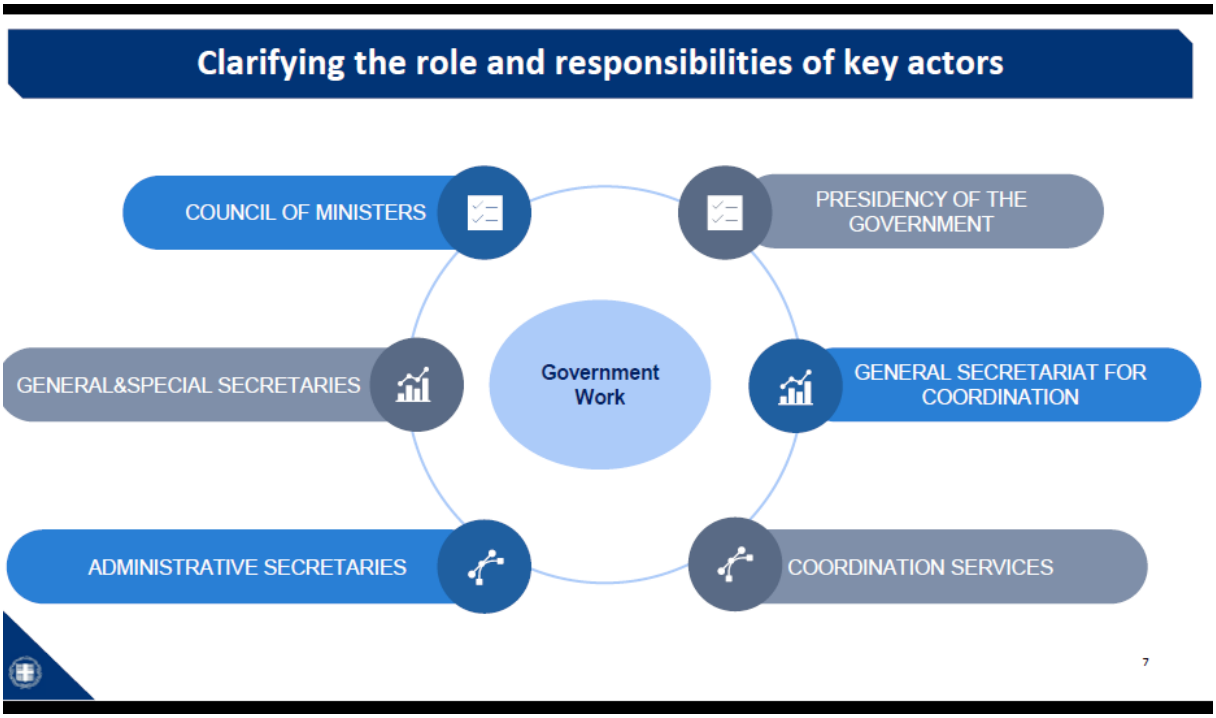
Government Office: Institute for Strategies and Analyses – Peter Goliaš, Ján Šebo

Participants for Greece:
Representatives of the General Secretariat for Coordination, led by Director-General Evi Dramalioti and her deputy Vasileios Kourmpanis. The meetings were also attended by representatives of the Ministry of the Interior and the Project Acceleration Unit, which falls under the Hellenic Republic Asset Development Fund under the Ministry of Finance.

A detailed agenda of the meetings and a list of Greek participants are provided in the annex.

A. Building the Greek Centre of Government

In order to properly understand the building of the centre of government in Greece, it is first necessary to understand the current system of government in Greece, which was established by Law 4622/2019 and is referred to as the '**Executive State'**, which is highly centralised. Greece opted for this system as a result of the 2007–2010 economic crisis, which had a severe impact on the country. However, it should be added that this decision was based on political determination and support from the Prime Minister. The essence of Greek governance is illustrated by the following diagram:



Schematic representation of the Greek government (Source: General Secretariat for Coordination)

Similar to Portugal, the Greek government is called the 'Council of Ministers', and its activities are organised by the 'Presidency of the Government', which is directly managed by the Prime Minister. The following general secretariats (approx. 600 employees) fall under the Presidency of the Government:
- General Secretariat of the Prime Minister,
- General Secretariat for Legal Affairs and Parliamentary Affairs,
- General Secretariat for Coordination,
- General Secretariat for Communication and Information,
- Special Secretariat for Long-Term Planning (Strategic Foresight),
- General Secretariat of the National Press Office,

In addition to the Prime Minister, Deputy Prime Minister and Minister for the State (who fall under the Presidency of the Government), there are 20 other ministers who are members of the government (of particular interest is the post of Minister of National Economy and Finance):

List of members of the Greek government (Source: General Secretariat for Coordination)

Ministries consist of general and special secretariats, administrative secretariats (which ensure the quality of output documents) and **coordination services**. The coordination services are key partners for the General Secretariat for Coordination (hereinafter referred to as 'GSCo'). Essentially, all communication between the GSCo and the ministries takes place through the coordination services; only in some cases does the GSCo contact the secretariats of the ministers.

The Council of Ministers works on a fixed annual cycle: **April – defining the main government priorities and objectives broken down by policy area and ministry; September – approving the draft Annual Action Plans of the ministries; December – approving the Consolidated Government Policy Plan.**

The specific work of government bodies is based on the creation of two types of key documents:

- Annual Action Plans of Ministries

- Consolidated Government Policy Plan

The creation of these documents is formalised in the form of **mandatory templates or model documents.**

1. General Secretariat for Coordination

GSCo consists of six sectors with a total of 60 employees:

- Interior, Digital Governance and Justice Institutions Sector,
- Education, Health and Labour Sector,
- National Defence, Civil Protection and Migration Sector,
- Finance Sector,
- Development, Investment and Extroversion Sector,
- Natural Resources, Rural and Urban Development and Transport Sector.

The main mission of GSCo is to ensure coordination and coherence in the work of the government. To this end, GSCo, in cooperation with the coordination units of ministries, proposes and plans public policies and monitors and coordinates their implementation.

More specifically, the tasks of the GSCo are as follows:
- ensuring consistency and systematic evaluation of public policies,
- resolving disagreements between ministries,
- checking the compatibility of proposed legislation and regulatory measures with government policy,
- preparing and proposing horizontal policies that fall under the remit of several ministries to the Prime Minister and competent ministers.

In the area of **strategy and policy development**, the GSCo plays a central role in the development of sectoral policies, **Annual action plans of ministries** and compliance with international commitments (including infringements).
In the area of **monitoring**, GSCo prepares **monthly reports** (and unofficial weekly reports), using the internally developed non-public information system **MAZI**. GSCo submits monthly reports to the government, which meets once a month.
In the area of evaluation, GSCo uses KPIs (key performance indicators) set out in the **Annual Action Plans.**

2. Coordination Units of Ministries

Coordination units are established in each ministry and report to the acting secretary. The role of coordination units is to **draft the ministry's Annual Action Plan** (which they send to GSCo) and **monitor** its implementation, inform the Government Presidency in a timely manner of any reasons that could lead to delays in the implementation of government policies, and propose innovations in the creation and implementation of public policies.
The coordination units consist of two offices: the **Office for Public Policy Coordination** (drafting and monitoring action plans, supporting the ministry's management, budget preparation) and the **Office for Legal and Parliamentary Affairs** (application of the principles of good law-making, accountability to parliamentary control, conducting consultations).

Cooperation between the GSCo and the coordination units of the ministries takes place as follows:
Six GSCo sectors:
- send the coordination units of ministries the key priorities and objectives of the government, broken down by individual policies, as defined by the Council of Ministers for Planning and Evaluation of Government Work, as well as guidelines for the preparation of action plans for the following year,
- develop a standard action plan for the ministry and a standard Consolidated Government Policy Plan, as well as the necessary **templates** and draft documents,
- receive draft action plans and checks their compliance with government guidelines and the Medium-Term Fiscal Strategy Framework, as well as any overlaps,
- prepare, within its competence, a consolidated draft of annual action plans and a consolidated government policy plan,
- monitor their timely and correct implementation.

Method of establishing ministry coordination units – HR aspects:

- The establishment of coordination units, like the status of GSCo, is based on Act 4622/2019 ('Executive State').
- The employee selection process was as follows:

An open internal selection process was conducted among civil servants. Approximately 150 selected candidates completed a three-month specialised course at the National University of Public Administration. Graduates were assigned to coordination units, GSCo and legislative units.

3. Annual Action Plans.

The procedures for the work of the government, including the creation of Annual Action Plans, are **established by Laws No. 4622/19 and 5149/24**. Based on the objectives approved by the Council of Ministers for Planning and Evaluation of Government Work and the government's priorities in individual policy areas, each ministry initiates the preparation of an Annual Action Plan for the following year. The creation of annual action plans consists of two phases:

Phase A:
- linking objectives to the government's strategic priorities,
- specifying objectives in individual actions,
- specifying actions in individual projects,
- regulatory programming.

After the first draft of the Annual Action Plans is approved by the Council of Ministers for Planning and Evaluation of Government Work in September, each ministry continues to prepare its Annual Action Plan, as well as a consolidated government policy plan in accordance with GSCo guidelines.

Phase B:
- setting the implementation schedule, budget and milestones for projects, including determining their implementation time and budget;
- adding any projects that have secured funding in the meantime,
- proposing KPIs that contribute to the evaluation of plan implementation,
- integrating projects from National Horizontal Policy Plans (e.g. national strategy for persons with disabilities),
- finalising the administrative and financial data of ministries and PESTEL analysis.

Sources of Annual Action Plans

Internal sources:
- commitments arising from the government's election programme,
- commitments assigned to ministers upon taking office (**GSCo prepares and delivers to members of the new government a so-called 'blue envelope' containing key international and national commitments in the area for which they are responsible, as well as the most important ongoing and upcoming tasks),**
- commitments of the Prime Minister,
- national strategies and action plans for horizontal policies,
- medium-term fiscal and structural plan (part of the European Semester).

External sources:
- European Commission report (Country report),

- European Semester – specific recommendations of the Council of the EU,
- OECD Economic Survey,
- IMF (International Monetary Fund) Economic Outlook,
- World Bank,
- European Committees' report on compliance with the law, etc.

Content of Annual Action Plans

The Annual Action Plans consist of six modules, which are listed in Excel files:
- Ministry IDs,
- PESTEL analysis,
- Strategic priorities,
- Expected results,
- Annual Action Plan,
- Regulatory planning – primary law, presidential decrees, legislative acts.

Monitoring of Annual Action Plans

The key tools for monitoring annual action plans are **Monthly reports on the activities of ministries** and **Weekly reports from GSCo.**

Monthly reports on the activities of ministries
- monitor progress in the implementation of major projects and reforms of Annual Action Plans, the adoption of primary and secondary legislation, and the implementation of milestones in the Recovery and Resilience Plan,
- detect problems in a timely manner so that necessary measures can be taken early on,
- update progress in the implementation of the overall portfolio of ministry projects in the MAZI IT system.

Monthly reports are prepared by the coordination departments of the ministries and submitted to GSCo.

GSCo Weekly reports ('shadow reporting') are based on:
- ministry websites,
- official government newspapers,
- the Transparency website,
- the parliament website,
- the website of the Statistical Office, the National Centre for Documents, etc.,
- publications of international organisations,
- publications of the National Bank of Greece,
- materials from working groups and meetings.

Evaluation of Annual Action Plans

Greece is developing a SMART system of indicators to evaluate the government's work. S – specific, M – measurable, A – attainable, R – relevant, T – time-based. The indicators are developed according to the logic expressed in this table:

	Hierarchy of objectives	**Indicator**	Source of verification	Assumptions
Ultimate	**Long-term**	**Impacts**		

objective	**changes**			
Special objective	**Short/Medium term changes**	**Outcomes**		
Actions	**Deliverables**	**Outputs**		
Activities	**Committed resources**	**Inputs**		

Agenda 2030

Greece is striving to incorporate the sustainable development goals of the UN 2030 Agenda (SDGs) into both its medium-term fiscal and structural plan and its national action plans. The method of integration is largely mechanical and involves 'tagging'.

SDGs and the medium-term fiscal and structural plan

- In the annual reports on the implementation of the medium-term fiscal and structural plan, a separate table shows the progress made in relation to the achievement of the SDGs,
- This progress is reported in the Report on The Implementation of Reforms.

SDGs and national action plans

- Ministries must indicate the relationship of the project to one of the 17 SDGs in the prescribed Excel form,
- Indicators from Greek Statistical Office data and Table 5 of the National Reform Programme are used to measure the status of the SDGs.

Annual Action Plans 2025

They contain 460 key policies, including 257 projects/investments and 2030 reforms.

4. System for Setting Targets and Evaluating The Performance of Civil Servants

The Ministry of the Interior is responsible for human resources development in Greece. The evaluation of civil servants is based on the principle of **moving away from process evaluation towards performance evaluation from the perspective of service to citizens**. This principle reinforces the results-oriented evaluation of civil servants. **The system for setting targets and evaluating performance is laid down in Law No 4940/2022, which stipulates the mandatory setting of targets for each organisational unit at all levels of management.** The categories of targets are set out in Article 9(5) of Law 4940/2022 as follows:

- **tasks performed by the organisational unit,**
- **internal organisation and operation of the organisational unit,**
- **knowledge, competences and skills of employees.**

The objectives are based on the above-mentioned SMART principles. The results of the fulfilment of the set objectives are monitored by artificial intelligence, the so-**called Digital Goal-Setting Assistant.** This assistant proposes objectives in accordance with the organisational structure and previous results of achieving objectives, using data from previous years. The assistant itself is constantly learning and improving. Artificial intelligence can also be used to generate statistics and for training purposes.

The types of indicators for electronically set goals are as follows:

- binary (yes/no answer)
- quantitative: T1 - minimum value, T2 - quantitative increase, T5 - maximum value, T7 - quantitative decrease compared to the previous year,
- percentage: T2 - percentage increase compared to the previous year, T4 - minimum percentage, T6 - percentage decrease compared to the previous year, T 8 - maximum percentage.

Artificial intelligence in 2019–2025 has **greatly increased the number of measurements** of goal achievement: 2019 – 0 goals, 2023 – 155,376 goals, 2024 – 186,836 goals, 2025 – 214,595 goals.

Evaluation system:

For regular employees, the evaluation is **focused on development**. No point or percentage evaluations are used; there are only three categories: low performance, standard performance, and high performance. Skills are also evaluated, with excellence possible in a maximum of 1 of the 3 skills evaluated. The **training plan** is linked to personal evaluation, and training activities focus on skills where there is room for improvement.

Manager evaluation has three components: 50 per cent of the final evaluation is based on the achievement of objectives, 40 per cent is determined by the superior and 10 per cent by subordinates.

5. Investments

Strategic Contracts Programme

The **Strategic Contracts Programme in Greece is established by Law No. 4799/2021**. It concerns the prioritisation and approval of contracts of strategic importance at national, regional and local level, using national, European and other international resources. The programme is five years long and sets out:

- funding sources,
- the total budget and the budget for individual contracts,
- specific objectives and actions.

Contracts of strategic importance include:

- those with a budget of more than EUR 50 million, or less in special cases,
- concession contracts,
- solid and liquid waste treatment projects,
- contracts partially or fully financed from the Recovery Plan,
- ESIF contracts over EUR 30 million,
- contracts for projects at an advanced stage of preparation.

The programme is managed by two committees: the **Planning and Executive Planning Committee and the Government Committee for Contracts of Strategic Importance**. The Planning Committee collects, evaluates and submits contracts for approval to the Government Committee. The Government Committee formulates the criteria for the Strategic Contracts Programme, approves contracts and may designate the Asset Development Fund as the project preparation institution. It should be noted that the Government Committee consists essentially of all ministers, so it is largely a political committee.

The results of the programme in Greece have shown an acceleration in the implementation of projects. Between 2021 and 2025, **76 projects worth EUR 5.5 billion** were included in the programme, with more than **800 tenders from 13 ministries and 1 region**. **Greece's aim is to have as many projects of strategic importance as possible in the future, as it is precisely such projects that represent the real prioritisation and development of the country.**

Project Preparation Facility (PPF)

PPF is an independent unit within GrowthFUND, which is the National Fund of Greece established by Laws No. 4804/2021 and 5108/2024. PPF handles the entire project preparation cycle, including tendering. It currently has 48 employees – experts who are grouped into teams of 3–4 people per project. PPF is governed by private law, but state aid rules do not apply to it as it performs a public service. It offers higher salaries than the civil service, but lower than the market.

The PPF works on the basis of requests from beneficiaries. To date, it has processed **58 projects worth EUR 8.29 billion from 14 ministries and 15 regional authorities.** It obtains funds for project preparation from the amount allocated to the project, i.e. from the beneficiaries. The contract itself is signed by the beneficiary, i.e. the project owner. During project implementation, the PPF can provide monitoring and reporting.

Note: In addition to the PPF, Greece also uses a special implementation agency for IT projects and the Technical Chamber of Greece for project preparation.

B. Building the Slovak Centre of Government

During the meeting with their Greek partners, the Slovak representatives gave four presentations on the establishment of a government centre in Slovakia. The Greek partners were particularly interested in monitoring the implementation of the government programme and the investment plan. As this report focuses primarily on findings from the Greek environment, it does not discuss the situation in Slovakia in depth.

C. Conclusions

1. The negotiations between Slovak and Greek representatives of central government bodies were of a high standard in terms of content and expertise. From this perspective, the PACE project was very successful.
2. The Greek centre of government is indeed highly centralised, with the centre of government having considerable powers and the political support of the Prime Minister.
3. The key work of the government in Greece in terms of policy development and implementation is carried out through the relationship between the General Secretariat for Coordination, which falls under the Presidency of the Government, and the coordination units established in the sectoral ministries.
4. The work of the Greek government is based on Annual Action Plans. These plans include a breakdown of projects (reforms and investments) into time-defined milestones (similar to the Recovery and Resilience Plan) and a review of their implementation. Interestingly, Greece does not have a long-term vision and strategy, which causes problems with policy coherence.

5. Greece has a methodology for identifying strategic investments and uses a special agency to prepare strategic investment projects.
6. Greece uses an automatic risk assessment system for individual investments, which influences which reforms will be included in medium-term fiscal and structural plans.
7. Greece uses artificial intelligence to set SMART targets, including human resources targets.
8. Greece uses artificial intelligence in the evaluation of public administration employees.
9. The parties involved have agreed on further cooperation, particularly in the area of monitoring and policy coherence. They will also explore the possibilities of implementing a joint TSI project for the establishment of a strategic coordination centre (government centre).

On **monitoring**, both Greece and Slovakia have recently developed a system for monitoring government performance. The Greek approach is more bottom-up (focusing on annual action plans comprising reforms and investments, and monitoring their milestones), while the Slovak approach is more top-down (taking the government manifesto and long-term strategic documents as the basis for monitoring). Both sides agreed that the ideal scenario is merging both approaches. Slovakia, thanks to the exchange with Greece, is taking this path, and has started the development of a similar system of monitoring reforms and investments through a standardised set of milestones, while having at the same time the ambition of linking these reforms and investments to existing strategic documents (and their goals and indicators).

On **policy coherence**, both sides see great potential in this regard in the internal monitoring systems developed in both countries around the same time (and, interestingly, in both cases in-house) – MAZI in Greece and the so-called Strategic System of Monitoring Performance in Slovakia. It was agreed that it is necessary to go beyond just tagging, and identify (also with the help of AI) meaningful relationships (synergy, trade-off, blocks, is blocked by etc.) between strategic goals, indicators and measures included in various strategic documents, reforms and investments. This is seen as an actionable way of achieving better policy coherence, leveraging technological innovation.

On the **potential joint TSI project**, during the PACE exchange, just very initial discussions on potential partnering on a TSI project around the subjects described above took place, which was seen as both innovative in terms of governance/public policy and timely with regard to the proposed governance framework for the next MFF 2028-34 and the National and Regional Partnership Plans (the idea to run TSI project focused on development of strategic performance monitoring system in Slovakia was raised at the TSI roll-out event in Bratislava attended by Ms. Celine Gauer).

10. The presentations given at the meetings can be found at: ..\Pwt Grécko\Finál

Annex

Day 1: 14 July 2025 Sustainability and Governance			
Venue: Presidency of the Government,General Secretariat of Coordination L. Amalias 20 & Souri, 105 57, Athens			
		Topic:	*Speakers*
Local time	*Room*		
10:00	*Meeting room*	*Arrival of participants to the Presidency of the Government*	
10:10 – 11:30		**Introduction** ✓ **Tour de table** ✓ **Main topics of the exchange** ✓ **Aims of the exchange** **Introductory presentations** ✓ **Institutional and legal framework for coordinating, implementing and monitoring sustainable development in Slovakia** ✓ **Institutional and legal framework for coordinating, implementing and monitoring public policies in Greece, including policies on sustainable development** ▪ Interactive discussion and sharing experiences	• All participants

11:30 - 13:00		**European Semester, Sustainable development and well-being** ✓ **Coordinating the implementation and monitoring of the 2030 Agenda - The role of the Centres of Government** ✓ **Budgeting for sustainable development and well-being** ✓ **European Semester and Medium Term Fiscal Structural Plans – The role of the of the Centres of Government** ✓ Slovak presentation ✓ Interactive discussion and sharing experiences ✓ Greek presentation ✓ Interactive discussion and sharing experiences	• Slovakia • Greece
13.00 – 14:00		*Lunch break*	
14:00 – 15:30		**Building the Centre of Government in Slovakia** ✓ **Monitoring government performance** ✓ **Regulation policy (regulatory impact assessment, policy evaluation)** ✓ **Building the centre of government as an institution** ▪ Slovak presentation ▪ Interactive discussion and sharing experiences	▪ Slovakia ▪ All participants
15:30 – 17:00		**Building the Centre of Government in Greece** ✓ **Executive State: organisation and functioning of the Government** ✓ **Building the capacities of public administration for strategic planning and governance** ✓ **Ensuring institutional continuity and stability in the face of political changes** ✓ **Monitoring of primary/ secondary legislation and EU legislation infringements** ✓ **Utilisation of the Technical Support Instrument (TSI)** ▪ Greek presentation ▪ Interactive discussion and sharing experiences	▪ Greece ▪ All participants

17:00 – 17:30		**Wrap-up** Summarizing the day's insights, takeaways and key learnings	• Slovakia • Greece
17:30		End of day 1	

Day 2: 15 July 2025 **Sustainable Investments**			
Venue: Presidency of the Government,General Secretariat of Coordination **L. Amalias 20 & Souri, 105 57, Athens**			
		Topic	*Speakers*
Local time	*Room*		
10:00	*Meeting room*	*Arrival of participants to the Presidency of the Government*	
10:10 – 11:30		**Investment Plan Slovakia 2050** ✓ **Supporting long-term investment planning from the centre of Government** ✓ **Prioritising investments vis-á-vis sectoral/regional strategies and sustainability/well-being objectives** ✓ **Strategic investment packages** ▪ Slovak presentation ▪ Interactive discussion and sharing experiences	▪ Slovakia ▪ All participants

11:30 – 13:00		**Long-term investment planning in Greece** ✓ **Role of Presidency of the Government/General Secretariat of Coordination and ministries in long-term planning, including investment planning and in the project cycle management** ✓ **Planning of government work - Annual Action Plans** ✓ **Utilisation of the IT system MAZI** ✓ **Strategic Significance Contracts Development Programme** ✓ **Project Preparation Facility (PPF)** ▪ Greek presentation ▪ Interactive discussion and sharing experiences	▪ Greece ▪ All participants
13:00 – 14:00		*Lunch break*	
14:00 – 16:00		**Wrap-up** Summarizing the exchange Future collaboration	• Slovakia • Greece
16:00		End of the exchange	

Greek team:

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