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PACE

TECHNICAL SUPPORT INSTRUMENT 2024

24SK11 (EVENT ID 91053)

REPORT[1]

REPORT ON SUSTAINABILITY AND GOVERNANCE:

CO-OPERATION OF SLOVAKIA AND PORTUGAL

03-MARCH 2025

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

HOST: PLANAPP - PORTUGAL

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Guidance box – to be deleted

Please complete this report and return it electronically to Francesca.Carpinella@ec.europa.eu & SG-REFORM-A4@ec.europa.eu within 30 days of the completion of the event.

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.*

The key requirement is to describe and analyse how this exchange 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 accepted 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.

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Introduction

Purpose: Implementation of the European Commission's PACE project, focusing on bilateral cooperation between EU Member States

Place and time: Lisbon, PLANAPP, 19.2. - 22.2. 2022

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,
Office of the Government, Institute for Strategies and Analyses: Peter Goliaš, Ján Šebo.

Participants for Portugal: representatives of PLANAPP (Centre for Planning and Evaluation of Public Policies) led by Director General Pedro Saraivra, representatives of SGPCM (General Secretariat of the Presidency of the Council of Ministers) led by Secretary General David Xavier, representatives of the Ministry of Finance and representatives of public agencies (for Territorial Development and Cohesion, for Mobility and Transport).

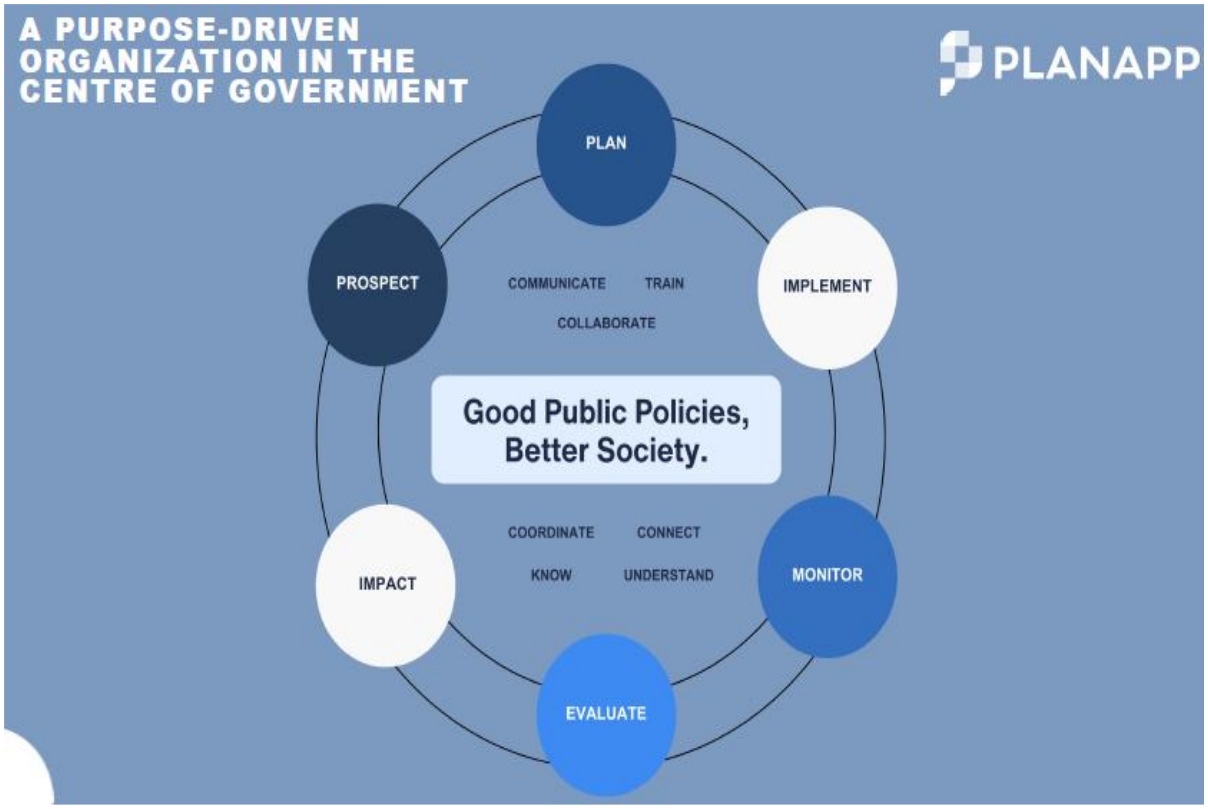
A detailed agenda for the meeting is in Annex.

A. Building the Portuguese Centre of Government

In order to properly understand the construction of the centre of government in Portugal, it is first necessary to know the Portuguese system of government (called the Council of Ministers), which is based on lean ministries and robust public agencies with large powers. There are a total of 17 ministries in Portugal, which have physically moved into one building in recent months, except for the Ministry of Defence and the Ministry of Foreign Affairs (the Ministry of Finance is in the process of being relocated). One of the ministries is the Ministry of the Presidency of the Council of Ministers, under which PLANAPP falls as the public institution for policy planning and evaluation. PLANAPP is actually a cross-departmental body at the level of the central government. The General Secretariat of the Presidency of the Council of Ministers of the SGPCM is also a a cross-departmental body, which fulfils roughly the role of a Slovak government office. Approximately, because the SGPCM is made up of 7 specialized sections that are able to interact with ministries and agencies in an equal and professional manner. Together, PLANNAPP and SGPCM form the centre of governance in Portugal, with the weight of the centre being shifted to PLANAPP. Communication at central level in Portugal is handled by a network of institutions called REPLAN, which is coordinated by PLANAPP. A recent change in legislation has increased the role of this network, which acts as a bridge between the political and administrative levels.
What is important in terms of government programming is not so much the government's programme, but the so-called Major Law, which is approved by Parliament and drafted by PLANAPP.

1. PLANAPP

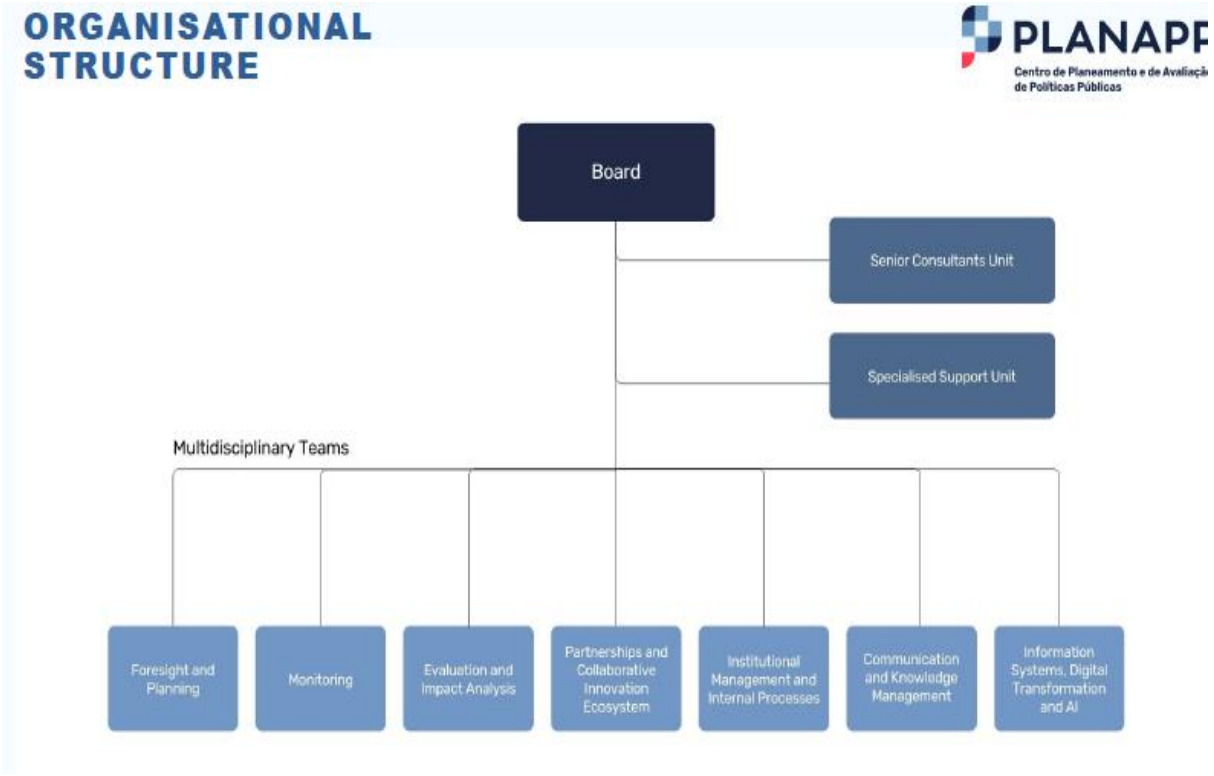
The position and tasks of PLANAPP were presented by its Director General, Pedro Saraivra, a former Member of the Portuguese Parliament. PLANAPP was created in 2021 on the initiative of the then Prime Minister, and the new Prime Minister has maintained and further developed PLANAPP (an example worth following in the Slovak conditions). PLANAPP was established by Law No 21/2021 of 15 March 2021. An update of its activities (empowerment) was provided for by Law No 67/2024 of 8 October 2024. The tasks of PLANAPP are reflected in the following diagram:



PLANAPP Mission (source: PLANAPP)

PLANAPP consists of seven units, a special support unit and a group of three expert advisors who together fall under the leadership of PLANAPP. The expert units are: foresight and planning, monitoring, evaluation and impact analysis, partnerships and collaborative innovation ecosystem, institutional management and internal processes, communication and knowledge management, information systems/digital transformation/smart intelligence. The heads of the specialist units of the teams are recruited on a specific contract basis.
PLANAPP has 70 employees, with further expansion to a target of about 100 employees. It is thus a robust cross-departmental organisation with strong capacities necessary for coordination and management of sectoral themes.

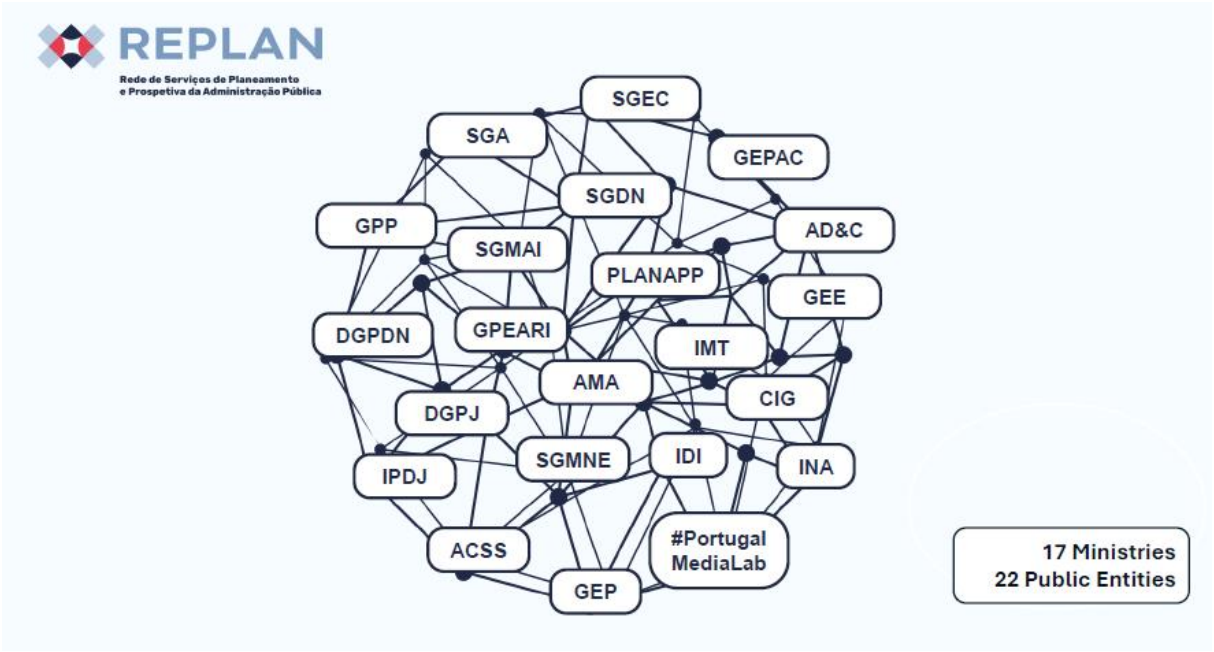
The structure of PLANAPP is reflected in the following diagram:



Organisational structure of PLANAPP (source: PLANAPP)

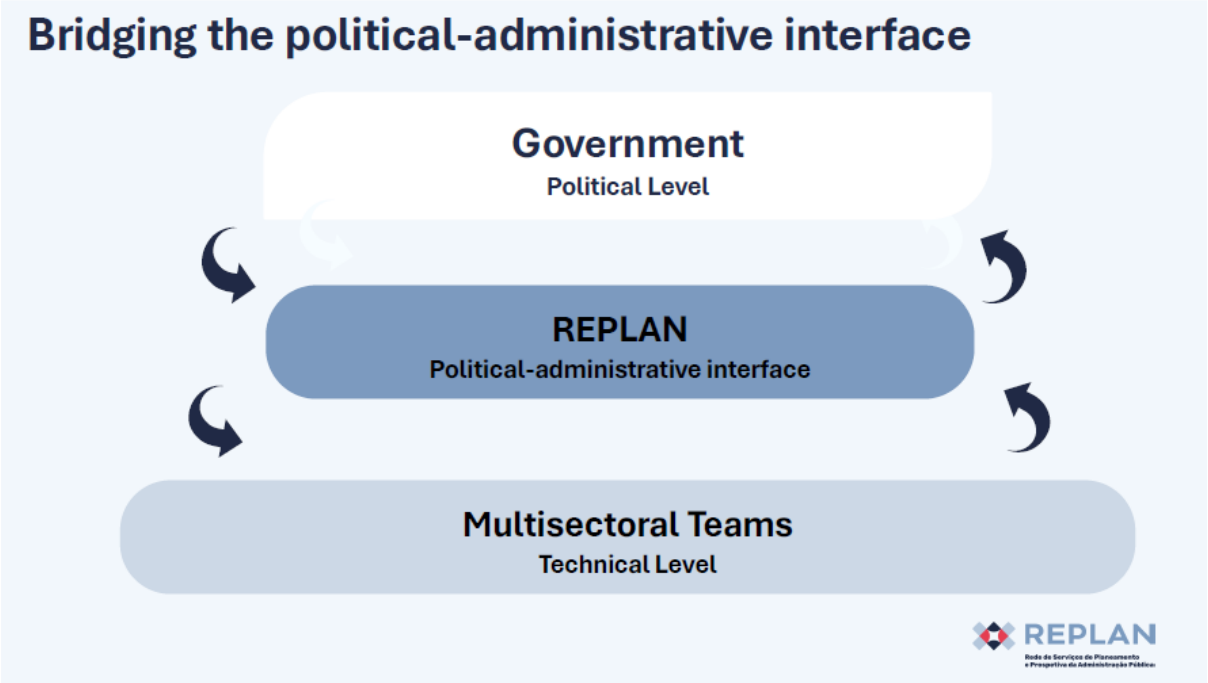
2. REPLAN

REPLAN is a network of 17 ministries and 22 institutions, coordinated by PLANAPP, but PLANAPP does not have management authority over them. It is therefore a network of cooperating institutions without hierarchy. REPLAN was established, like PLANAPP, by Law No. 21/2021 of 15 March 2021, updated by Law No. 67/2024 of 8 October 2024.



REPLAN (source: PLANAPP)

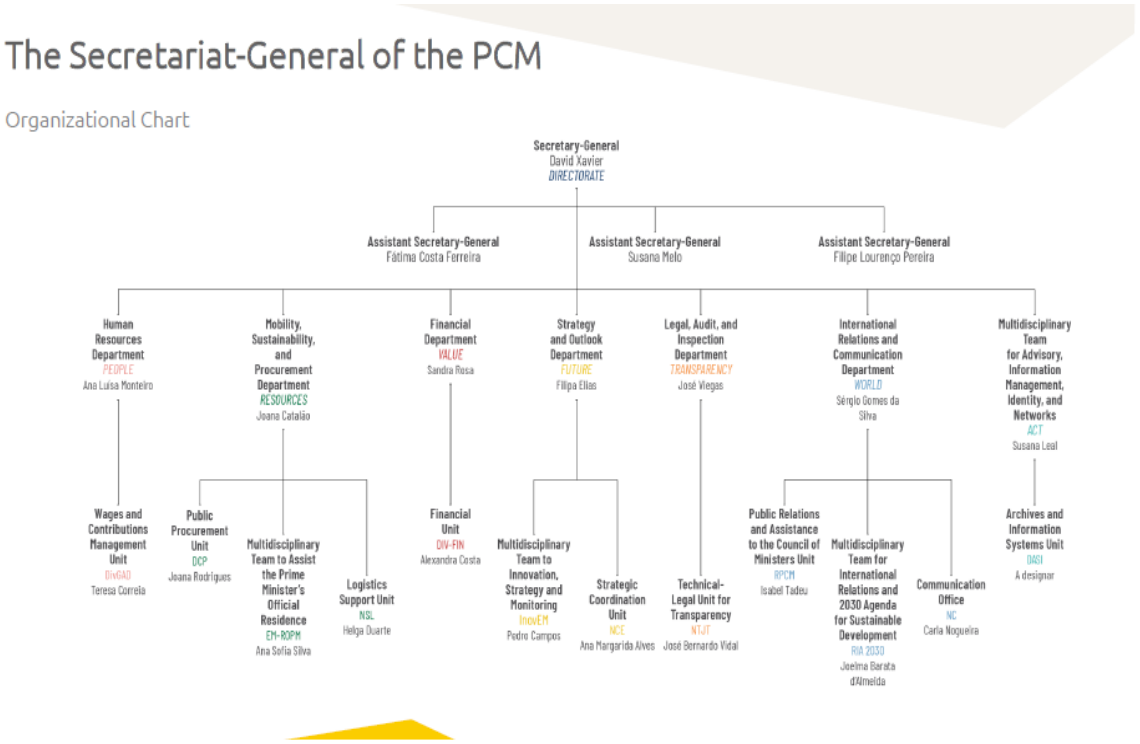
REPLAN has established 4 thematic teams - planning, foresight, monitoring, evaluation, as well as 1 multi-sectoral team - regional development - within its action plan for 2025. REPLAN, under the coordination of PLAANPP, is also working on 2 cross-cutting themes: thematic research, capacity building. The main outputs of REPLAN so far are: the List of Planning Tools 2023 and 2024, Taxonomy of Planning Tools, Glossary of Policy Cycle Terms, Megatrends for Portugal 2050, Glossary of Foresight Terms.
Thus, in Portugal, a specific relationship between the professional, administrative and political levels has been established.



Bridging the political and aministrative level in Portugal (source: PLANAPP)

3. SGPCM

SGPCM was introduced by its Secretary General, David Xavier. The SGPCM falls under the Prime Minister and its mission is to ensure synergy between the Prime Minister, the Council of Ministers and the other members of the Government integrated into the Presidency of the Council of Ministers. In the future, the SGPCM intends to become the Secretariat General of the Centre of Government. The SGPCM is similar to the Slovak Government Office, but the structure of the SGPCM is much more robust and professionally much more focused:



SGPCM structure (sorcue: SGPCM)

The structure of the SGPCM shows that the Secretary General has three assistants. The structure also includes Human Resources, Mobility/Sustainability and Procurement, Finance, Strategy and Foresight, Legislative/Audit and Control, International Relations and Communications, Salaries and Management Allowances. Each of these services has several subordinate components.

Three years ago, the SGPCM started coordinating a Task Force on Public Administration Reform (functional and organizational), which is in the spirit of consolidating the centre of governance and sustainability. The scope of the reform is very is comprehensive - see the link to the presentations given in the conclusions of this report and the presentation entitled Reform - SVK - 20_02_2025.pdf.

The strength of the SGPCM is evident, for example, in the preparation of the budget, with the SGPCM acting as a "stabiliser" in the sense that the Ministry of Finance, but equally the line ministries, do not deviate too far from their long-term objectives.

The SGPCM works with the Secretariats of the line ministries at the level of Secretaries of State. New legislation is currently being drafted to merge all the substantive secretariats into one. The SGPCM Secretary General expressed this by saying that a **strong centre is needed for strong decentralised substantive components to function.**

4. Public agencies

Slovak representatives were introduced by the **Agency for Cohesion and Development** and the **Institute for Mobility and Transport**. These are agencies that are not only implementing agencies, as in Slovak conditions, but also prepare Portuguese strategies within their remit.

The Agency for Cohesion and Development is in charge of the Partnership Agreement with a budget of EUR 22 996 million, which is based on the Portugal 2030 Strategy. There are 12 operational programmes and 12 managing authorities in Portugal. **The Agency for Cohesion and Development acts as coordinating, certifying, auditing and paying authority**.

As regards the Recovery and Resilience Plan for Portugal, which is not under the responsibility of the Cohesion and Development Agency, the EUR 22.2 billion plan contains 22 components and 167 reforms, including public administration reform.

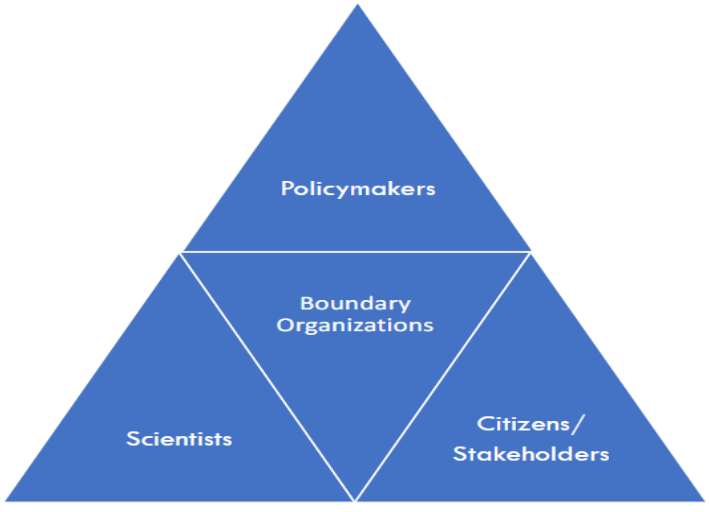
5. Sustainable development, Agenda 2030, Well-being

PLANAPP took over the responsibility for coordinating sustainable development and the national dimension of the UN 2030 Agenda from the Ministry of Foreign Affairs in 2023. The external dimension of the 2030 Agenda and development assistance remained with the Ministry of Foreign Affairs. PLANAPP is currently in the phase of mapping the implementation of the 2030 Agenda in planning instruments. In Portuguese terminology, planning instruments are essentially Slovak strategies. Another activity of PLANAPP is the effort to align national medium-term fiscal-structural plans to the SDGs. In terms of monitoring, PLANAPP uses UN indicators, as it does not yet have national 2030 Agenda indicators. Interestingly, however, the 2024 and 2025 national budgets include **a specific budget line for the SDGs.**

Overall, however, PLANAPP is already looking beyond 2030 in terms of sustainable development, and is interested in co-operating with Slovakia on well-being. In this sense, Portugal is working on the development of a **well-being index**. More information is provided in the presentation entitled RNDS2030_Eslovaquia-PLANAPP (see conclusions and link to presentations).

Partnership, the role of science

PLANAPP strives to be a Boundary organization, i.e. an organization that brings together scientists, citizens/stakeholders and the political level.



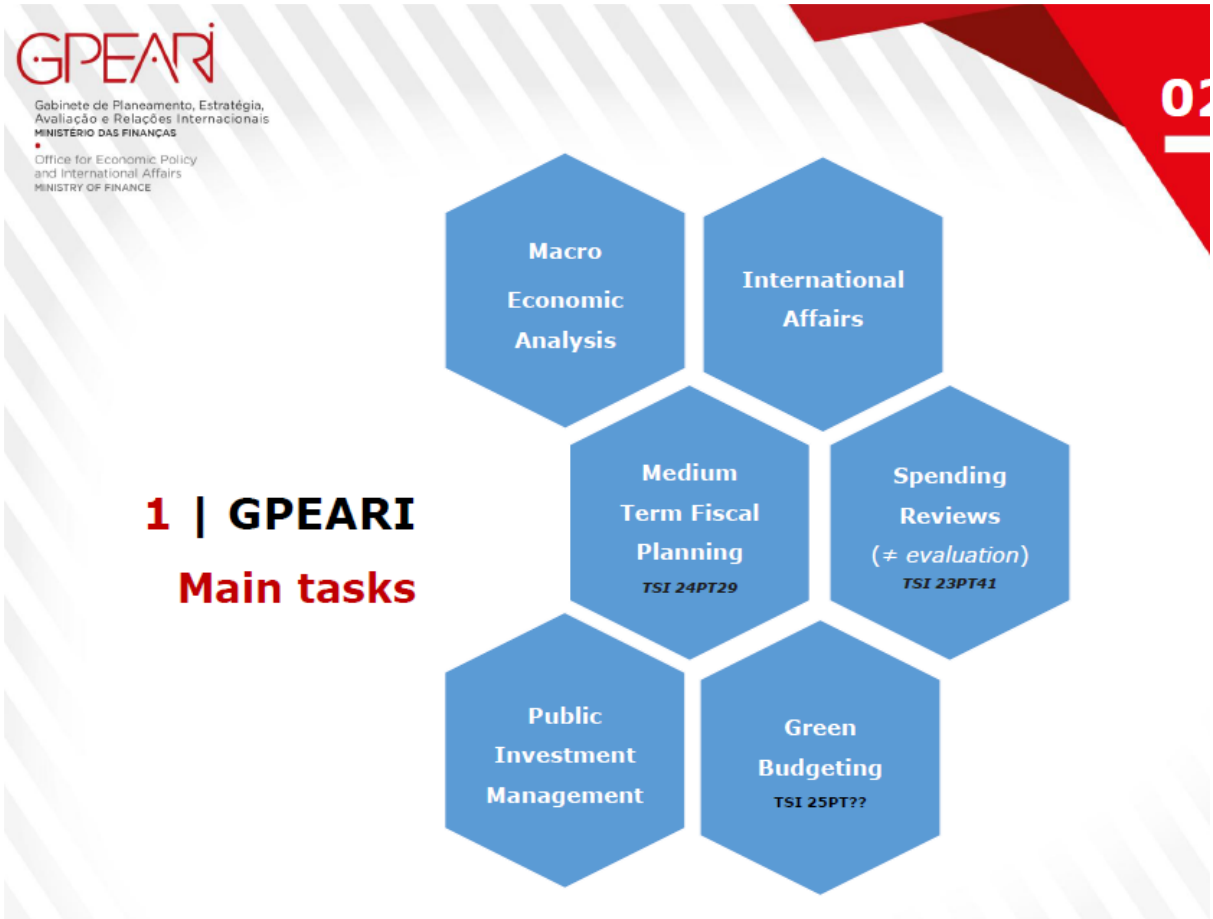
PLANAPP as a boundary organisation (source: PLANAPP)

An important project in this sense that PLANAPP implements is the **Science4Policy** project, which funds scientific papers on public policy topics on the basis of calls for proposals every year. In 2024, 18 studies were funded out of a total of 40 proposals submitted. In 2025, with

an allocated budget of 50 thousand EU,R 48 proposals were received, while PLANAPP and the relevant REPLAN Thematic Team are currently consulting on how to select the proposals that will be allocated a budget.

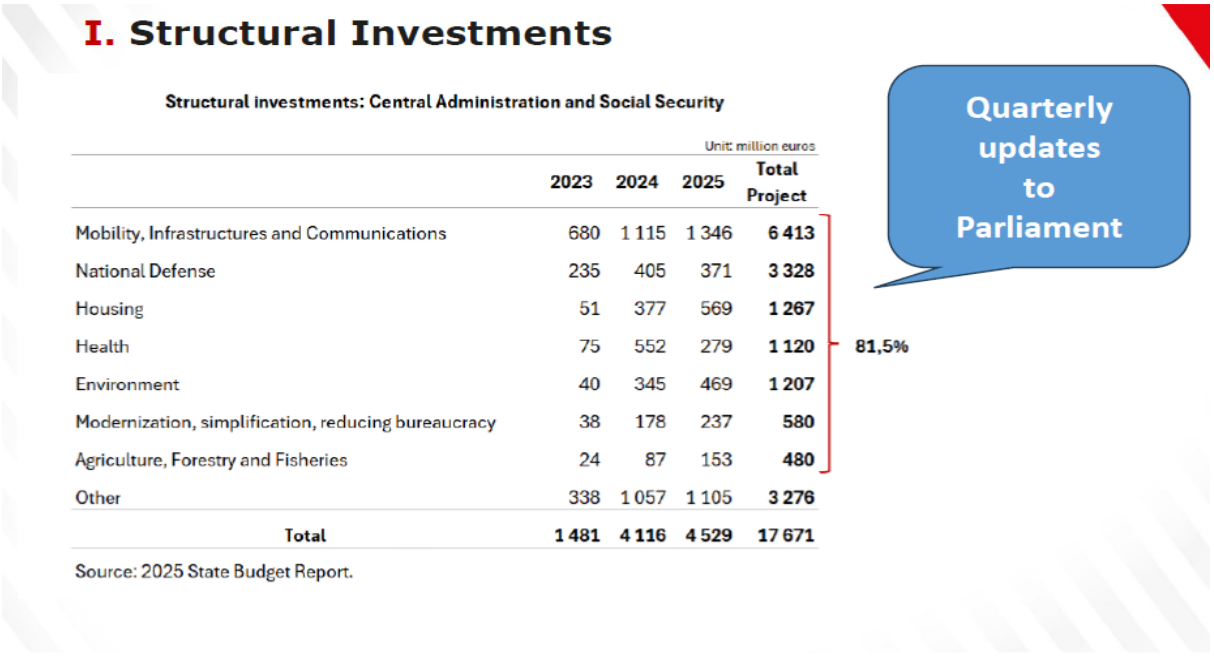
6. Strategy Portugal 2030 and National Investment Plan of Portugal

The Portugal 2030 Strategy has become the basis not only for the Partnership Agreement 2021-2027, but also for the National Investment Programme 2030, which was approved by the government in November 2023. The programme includes projects worth more than €43 billion, with projects having a minimum budget of €75 million. The National Investment Programme covers 4 sectors: transport and mobility, environment, energy, irrigation. As for financing, it is multi-source, including EU funds. Portugal has a 1-year budget but 4-year spending limits. The role of the Ministry of Finance in investment planning was presented by a representative of the Institute for Economic Policy and International Relations of the Portuguese Ministry of Finance (GPEARI), who presented the following diagram:



Tasks od the Institute for economic policy and international relations of the Ministry of Finance Portugal (source: GPEARI)Úlohu Inštitútu pre ekonomickú politiku a medzinárodné vzťahy ministerstva financií Portugalska (source: GPEARI)

In the Portuguese budget, there is a specific item for so-called **structural investments** exceeding 0.01% of government expenditure, based on Law 151/2015, par. 75 (1). The list of structural investments is updated quarterly and sent to Parliament.



Budget 2025 fo structural investmnets in Portugal (source: GPEARI)

The position of the transport sector in the investment plan was presented by a representative of the IMT - Institute for Mobility and Transport. IMT has 800 employees. The key transport project is the construction of a **300 km long high-speed railway line between Lisbon and Porto, at a cost of about EUR 6 billion.** The construction of a **new airport in Lisbon** is also under consideration. Portugal needs to correct the modal split between rail and road transport, as until now the priority has been to build motorways. By 2050, the number of rail passengers is to reach 20% and the volume of rail freight 40%.

B. Building the Slovak Centre of Government

Slovak representatives made 4 presentations during the meeting with the Portuguese partners, which were related to sustainable development (Agenda 2030/Well-being and building a centre of governance in Slovakia). The Portuguese colleagues were particularly interested in Slovakia's experience in preparing well-being indicators and in monitoring the implementation of the government agenda. As this report deals primarily with lessons learned from the Portuguese context, it does not go into depth on the situation in Slovakia. In any case, a link to the Slovak presentations is provided in the Conclusions.

C. Conclusions

1. Negotiations between Slovak and Portuguese representatives of central government bodies were of a high level in terms of content and expertise. From this point of view, the PACE project was very successful.
2. The Portuguese centre of government is indeed extremely centralised, not only procedurally but also physically - the concentration of ministries in one building. However, this stems from the fact that Portuguese ministries are very lean in terms of capacity, while their public agencies are very robust.

3. It was very important for Slovakia to find out that in Portugal both the Partnership Agreement 2021-2027 and the National Investment Programme 2030 were based on the Portugal 2030 Strategy.
4. In terms of building public administration, the example of Portugal is remarkable for the set-up of the relationship between the political and administrative levels. REPLAN, as a non-hierarchical platform bringing together 17 ministries and 22 public agencies, plays a key role in this matter.
5. Stakeholders agreed on further cooperation, especially in the area of well-being and monitoring of the government programme.
6. The presentations made during the bilateral Slovak-Portuguese negotiations can be found at the following link: ..\Prezentácie

Annex

Day 1: Thursday, 20 February 2025 Sustainable development and investment policy			
Venue: PLANAPP - *Campus XXI, Avenida João XXI, 63, 1000-300 Lisboa*			
		Topic:	*Speakers*
Local time	*Room*		
10:00	*Meeting room*	*Arrival of participants to PLANAPP*	
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 sustainable development in Portugal** ▪ Interactive discussion and sharing experiences	• All participants

11:30 - 13:00		**Sustainable development and well-being** ✓ **Coordinating the implementation and monitoring of the 2030 Agenda** ✓ **Conceptualising and measuring well-being** ✓ **Interlinkages between measuring progress on the 2030 Agenda and well-being** ✓ **Budgeting for sustainable development and well-being** ✓ **Latest developments in the EU and possible consequences on sustainability issues (e.g. Draghi Report)** ✓ Slovak presentation ✓ Interactive discussion and sharing experiences ✓ Portuguese presentation ✓ Interactive discussion and sharing experiences	• Slovakia • PLANAPP • SGPCM
13.00 – 14:00		*Lunch break*	
14:00 – 15:30		**National Investment Plan for Slovakia** ✓ **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

15:30 – 17:30		**Long-term investment planning in Portugal** ✓ **The impact of new EU economic governance framework (Medium-term fiscal structural plans) on long-term investment planning** ✓ **Role of PLANAPP and ministries in long-term planning, including investment planning and in the project cycle management: preparation, tendering, implementation, monitoring and reporting** ▪ Portuguese presentation ▪ Interactive discussion and sharing experiences	▪ PLANAPP ▪ AD&C ▪ IMT or IP ▪ GPEARI ▪ All participants
17:30 – 18:00		**Wrap-up** Summarizing the day's insights, takeaways and key learnings	• Slovakia • PLANAPP
18:00		End of day 1	

Day 2: Friday, 21 February 2025 Governance for sustainable development			
Venue: PLANAPP - *Campus XXI, Avenida João XXI, 63, 1000-300 Lisboa*			
		Topic	*Speakers*
Local time	*Room*		
10:00	*Meeting room*	*Arrival of participants to PlanAPP*	
10:15 – 12:00		**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
12:00 – 14:00		*Lunch break*	
14:00 – 16:15		**Building the Centre of Government in Portugal** ✓ **Using foresight in the policy making cycle** ✓ **Public administration reform** ✓ **Building the capacities of public administration for strategic planning and governance** ✓ **Ensuring institutional continuity and stability in the face of political changes** ✓ **Science for Policy (S4P) - institutionalizing the relationship between science and policy making** ▪ Portuguese presentation ▪ Interactive discussion and sharing experiences	• PLANAPP • Working Group on the Portuguese Public Administration Reform • All participants • Office of the Minister of the Presidency (listening mode) • Office of the Minister in the Cabinet of the Prime Minister and of Territorial Cohesion (listening mode)
16:15 – 16:30		**Wrap-up** Summarizing the exchange Future collaboration	• Slovakia • PLANAPP • SGPCM
16:30		End of the exchange	