# Digital Public Administration factsheet 2020

## Spain

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# 1 Country Profile

## 1.1 Basic data

**Population**: 46 937 060 (2019)
**GDP at market prices**: 1 245 331 million EUR (2019)
**GDP per inhabitant in PPS (Purchasing Power Standard EU 27=100)**: 91 (2019)
**GDP growth rate**: 2.0% (2019)
**Inflation rate**: 0.8% (2019)
**Unemployment rate**: 14.1% (2019)
**General government gross debt (Percentage of GDP)**: 95.5 (2019)
**General government deficit/surplus (Percentage of GDP)**: -2.8 (2019)
**Area**: 505990 km$^2$
**Capital city**: Madrid
**Official EU language**: Spanish
**Currency**: Euro

Source: Eurostat (last update: 26 June 2020)

## 1.2 Digital Public Administration Indicators

The following graphs present data for the latest Digital Public Administration Indicators for Spain compared to the EU average. Statistical indicators in this section reflect those of Eurostat at the time the Edition is being prepared.

### Percentage of individuals using the internet for interacting with public authorities in Spain
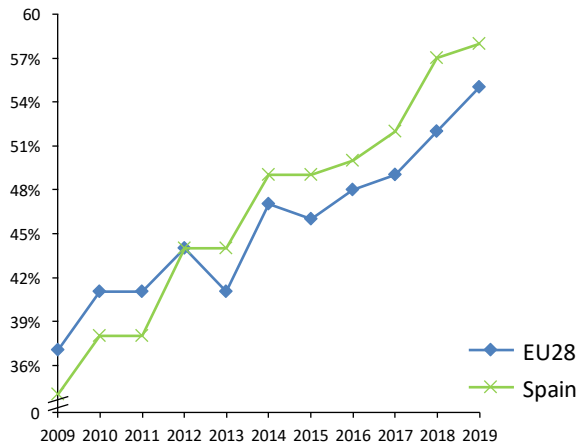


Source: Eurostat Information Society Indicators

### Percentage of individuals using the internet for obtaining information from public authorities in Spain
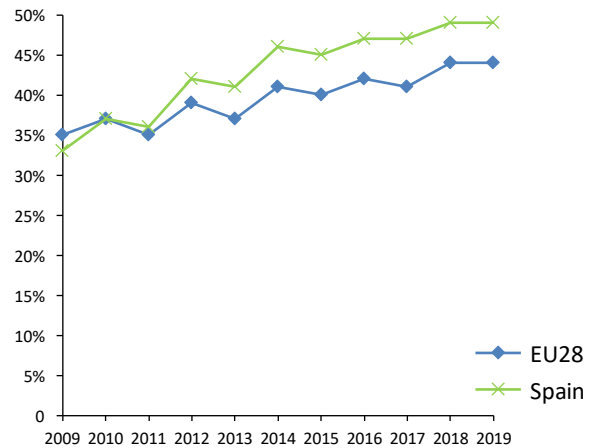


Source: Eurostat Information Society Indicators

### Percentage of individuals using the internet for downloading official forms from public authorities in Spain
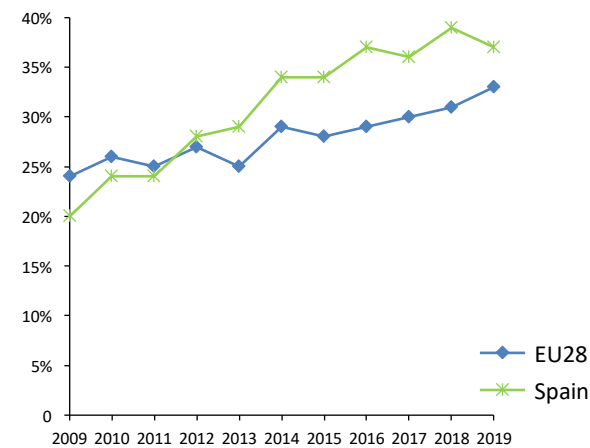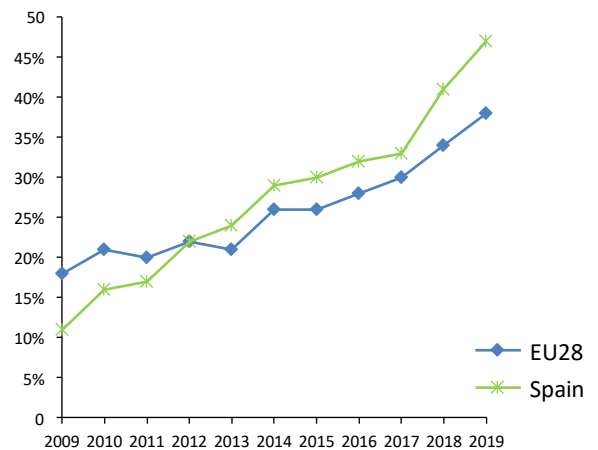


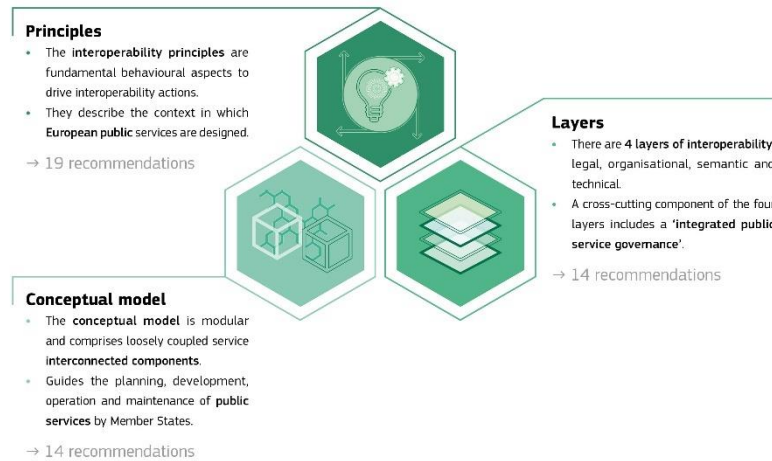Source: Eurostat Information Society Indicators

### Percentage of individuals using the internet for sending filled forms to public authorities in Spain



Source: Eurostat Information Society Indicators

## 1.3 Interoperability State of Play

In 2017, the European Commission published the European Interoperability Framework (EIF) to give specific guidance on how to set up interoperable digital public services through a set of 47 recommendations. The picture below represents the three pillars of the EIF around which the EIF Monitoring Mechanism was built to evaluate the level of implementation of the EIF within the Member States. It is based on a set of 68 Key Performance Indicators (KPIs) clustered within the three main pillars of the EIF (Principles, Layers and Conceptual model), outlined below.



**Principles**
- The **interoperability principles** are fundamental behavioural aspects to drive interoperability actions.
- They describe the context in which **European public** services are designed.

→ 19 recommendations

**Layers**
- There are **4 layers of interoperability**: legal, organisational, semantic and technical.
- A cross-cutting component of the four layers includes a **'integrated public service governance'**.

→ 14 recommendations

**Conceptual model**
- The **conceptual model** is modular and comprises loosely coupled service **interconnected components**.
- Guides the planning, development, operation and maintenance of **public services** by Member States.

→ 14 recommendations

Source: European Interoperability Framework Monitoring Mechanism 2019

For each of the three pillars, a different scoreboard was created to breakdown the results into their main components (i.e. the 12 principles of interoperability, the interoperability layers and the components of the conceptual model). The components are evaluated on a scale from one to four, where one means a lower level of implementation, while 4 means a higher level of implementation. The graph below shows the result of the first EIF Monitoring Mechanism data collection for Spain in 2019. It is possible to notice an overall good performance of the country, with particularly positive results within the interoperability layers' scoreboard. The areas of improvements are concentrated within the first scoreboard and are related to principle of multilingualism, user-centricity and assessment of effectiveness and efficiency.
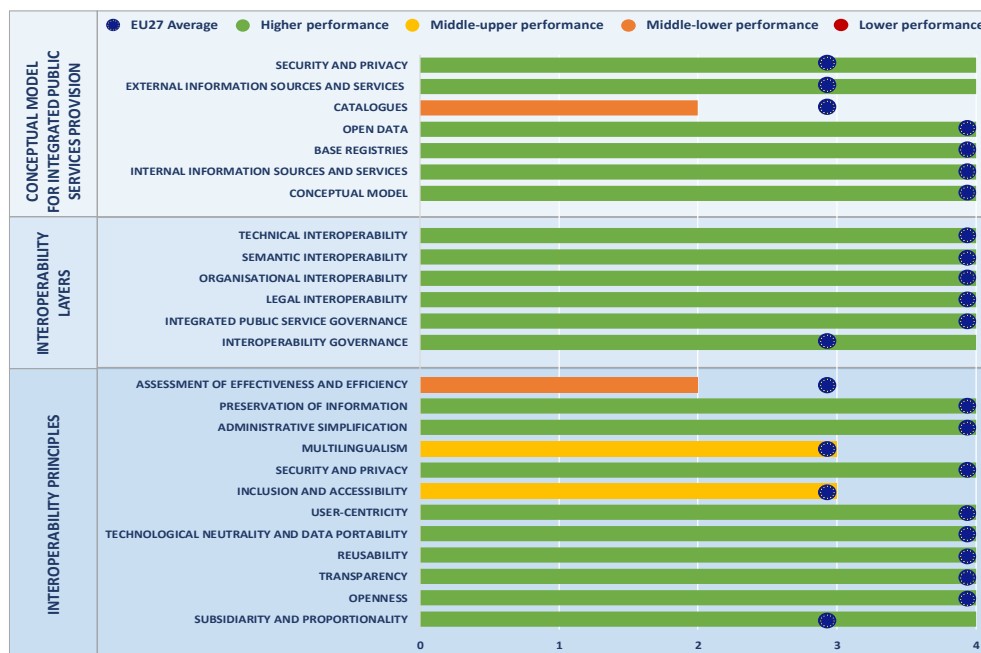


Source: European Interoperability Framework Monitoring Mechanism 2019

## 1.4 eGovernment State of Play

The graph below is the result of the latest eGovernment Benchmark report, which evaluates the priority areas of the eGovernment Action Plan 2016-2020, based on specific indicators. These indicators are clustered within four main top-level benchmarks:

- **User Centricity** – indicates the extent to which a service is provided online, its mobile friendliness and usability of the service (in terms of available online support and feedback mechanisms).
- **Transparency** – indicates the extent to which governments are transparent about (i) the process of service delivery, (ii) the responsibilities and performance of public organisations and (iii) the personal data processed in public services.
- **Cross-Border Mobility** – indicates the extent to which users of public services from another European country can use the online services.
- **Key Enablers** – indicates the extent to which technical and organisational pre-conditions for eGovernment service provision are in place, such as electronic identification and authentic sources.

The 2020 report presents the biennial results, achieved over the past two years of measurement of all eight life events used to measure the above-mentioned top-level benchmarks. More specifically, these life events are divided between six 'Citizen life events' (*Losing and finding a job*, *Studying*, *Family life*, all measured in 2012, 2014, 2016 and 2018, and *Starting a small claim procedure*, *Moving*, *Owning a car*, all measured in 2013, 2015, 2017 and 2019) and two 'Business life events' (*Business start-up*, measured in 2012, 2014, 2016 and 2018, and *Regular business operations*, measured in 2013, 2015, 2017 and 2019).



**eGovernment performance across policy priorities**

| | | EU27+ average [%, 2018 2019] | Country average [%, 2018 2019] (growth since 2016 2017) |
|---|---|---|---|
| **USER CENTRICITY** | Overall scores | 86.5 | 94 (+3) |
| | Online availability | 86.8 | 96 (+1) |
| | Usability | 90.5 | 100 (0) |
| | Mobile friendliness | 76.3 | 68 (+21) |
| **TRANSPARENCY** | Overall scores | 65.6 | 77 (+4) |
| | Service delivery | 57.8 | 70 (+4) |
| | Public organisations | 74.4 | 88 (+4) |
| | Personal data | 64.8 | 73 (+5) |
| **CITIZEN CROSS BORDER MOBILITY** | Overall scores | 50.8 | 44 (+6) |
| | Online availability | 62.3 | 49 (-1) |
| | Usability | 65.0 | 67 (+25) |
| | eID | 9.3 | 3 (+2) |
| | eDocuments | 24.3 | 23 (+1) |
| **BUSINESS CROSS BORDER MOBILITY** | Overall scores | 67.0 | 83 (+4) |
| | Online availability | 75.5 | 87 (-3) |
| | Usability | 75.5 | 100 (+16) |
| | eID | 36.0 | 14 (+2) |
| | eDocuments | 51.0 | 99 (+8) |
| **KEY ENABLERS** | Overall scores | 61.4 | 80 (+7) |
| | eID | 57.4 | 69 (+8) |
| | eDocuments | 68.4 | 89 (-2) |
| | Authentic sources | 56.9 | 80 (+9) |
| | Digital post | 67.3 | 81 (+12) |

Source: eGovernment Benchmark Report 2020 Country Factsheets

| 2 | Digital Public Administration Highlights |

# 2 Digital Public Administration Highlights

## Digital Public Administration Political Communications

The Secretariat-General for Digital Administration (SGAD) will develop a new strategic plan in the field of digital government and ICT, targeting the period 2021 to 2024. This new plan will be written according to the Agenda 2030 and its Sustainable Development Goals, as well as European policies, such as the Digital Europe Agenda and the Digital Europe Programme 2021-2027, the recommendations of the OECD and related Spanish policies.

The National Security Council, at its meeting on April 12, 2019, has approved the National Cybersecurity Strategy 2019 which was published in the Official Gazette on 30 April 2019. It establishes a new conception of cybersecurity within the framework of the National Security.

## Digital Public Administration Legislation

The Council of Ministers of 31 October approved the Royal Decree-Law 14/2019. Under the Decree urgent measures are taken, for security reasons, in terms of digital administration, public sector procurement and telecommunications. The full text of this Royal Decree can be consulted in the Official Gazette.

A new Interoperability guideline has also been approved. In fact, the use of the Common Metadata Scheme (eEMC) is now recommended to all Public Administrations. This is a result of the WG of Document, File and Electronic Archiving, which was developed with the participation of Ministries and regional governments.

## Digital Public Administration Governance

The importance of digital transformation processes in Spain has materialised with the creation of the Ministry of Economic Affairs and Digital Transformation.
Specifically, the following functions now correspond to this Ministry:
- Proposal and execution of the Government's policy in economic matters;
- Design reforms to improve competitiveness, telecommunications and the information society;
- Likewise, this Ministry is responsible for proposing and executing the Government's policy for digital transformation and the development and promotion of artificial intelligence.

The structure of this Ministry includes two Secretariats of State that are related to technology: the Secretary of State for Digitalisation and Artificial Intelligence and the Secretary of State for Telecommunications and Digital Infrastructures

The Secretary of State for Digitalisation and Artificial Intelligence aims to promote the digital transformation of our society, in order to achieve a prosperous, safe, reliable, inclusive growth that respects the rights of citizens, as well as the digital transformation of public administrations through the Secretariat-General for Digital Administration. The Secretariat-General of the Digital Administration, so far under the Ministry of Territorial Policy and Civil Service, depends on the Secretary of State for Digitalisation and Artificial Intelligence.

The Secretary of State for Telecommunications and Digital Infrastructure is responsible for the promotion and the regulation of the telecommunications sector, audio-visual services and the Information Society. Moreover, it is in charge of interlocution with the professional, industrial and academic sectors, and inter-ministerial coordination and cooperation with other public administrations on this matter. It includes regulation and

coordination with European and international programmes to promote the standardisation and certification of digital and telecommunications infrastructures.

The new Secretaries of State were appointed in the Council of Ministers on 14 February 2020.

## Digital Public Administration Infrastructure

The National Cryptological Centre published the CCN-STIC 883 Guide for the Implementation of the National Security Framework (ENS) for Local Entities, which includes a series of steps necessary to adopt the appropriate measures within an organisation to ensure the management of information security.

In 2019, the General Secretary for Digital Administration has achieved significant developments in FACE, the Spanish eInvoicing System. In collaboration with other administrations and the private sector within the CEF EUROFACE project, Spain has developed the necessary technology to support European data in new formats, apart from the Facturae format, which is already supported. As a result of this, the European invoice formats UBL 2.1 and CII (Cross Industry Invoice) will also be supported.

# 3

# Digital Public Administration Political Communications

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## 3.1 Specific political communications on digital public administration

### ICT Strategic Plan for the Period 2021-2024

The Secretariat-General for Digital Administration (SGAD) will develop a new strategic plan in the field of digital government and ICT targeting the period 2021 to 2024. The plan will be in line with the Agenda 2030 and its Sustainable Development Goals, as well as European policies such as the Digital Agenda for Europe and the Digital Europe Programme 2021-2027, the recommendations of the OECD and related Spanish policies. The Plan will mainly focus on the following issues: a governance model consolidating SGAD'S Coordinating role in ICT, the improvement of citizens' services, a consolidated model of data centric organisation, the improvement of services to the public administration, a reflection and a study on the opportunities coming from emerging technologies, as well as a digital skills training plan for public employees. In addition, the Plan would seek to tackle weaknesses that are reflected in the eGovernment benchmark: mobile friendliness, citizens and cross border mobility and accountability.

In particular, Spain requested support for this ICT Strategic Plan to the European Commission, within the framework of the Structural Reform Support Service (SRSS). Work is under way with the planned completion of the next Spanish ICT Strategic Plan aimed for June 2020.

### Digital Transformation Plan for the General Administration and Public Agencies (ICT Strategy 2015-2020)

The State Administration Digital Transformation Plan, which was approved by the Spanish government in 2015, sets out the ICT Strategy to be followed by all the ministries of the General State Administration (AGE). The different ministries drafted their sectorial action plans for the digital transformation to be carried out in their areas.

## 3.2 Interoperability

### Renewal of the National Interoperability Framework (ENI)

The Draft Royal Decree, which gave rise to administrative laws 39/2015 and 40/2015 subject to public consultation of 23 May 2018, includes a modification of Royal Decree 4/2010 of 8 January 2010, which regulates the National Interoperability Framework to adapt its contents to the provisions of the mentioned administrative laws and to the new European Interoperability Framework.

## 3.3 Key enablers

### 3.3.1 Access to public information

### Fourth National Action Plan for Open Government

In February 2019, the roadmap and guidelines for the preparation of the IV Spanish Open Government Action Plan for the period 2019-2021 was approved. As in the Third National Action Plan (2017-2019), resulting from Spain's participation in the Open Government Partnership (OGP), the new Plan also counted on the participation of public administration bodies and the civil society, maximising their contribution through a

collective debate addressing its conception and development. A total of 130 contributions were received.

The general objectives of the Fourth National Action Plan are the following:
- promote and facilitate the involvement of citizens in the decision-making process of public administration bodies;
- improve the transparency, quality and availability of open data as mechanisms of accountability in public administration activity;
- develop a public integrity system that promotes ethical values, reinforces good public governance practices, and raises the confidence of citizens in public administration;
- make citizens and public servants aware of the values of open government.

## 3.3.2 eID and Trust Services

### The Digital Transformation Plan for the General Administration and its Public Agencies

The Digital Transformation Plan for the General Administration and its Public Agencies (ICT Strategy 2015-2020) states that all digital services of the Central State Administration must have a common eIdentification system through shared keys. The Cl@ve system was approved by agreement of the Council of Ministers at its meeting on 19 September 2014.

Following this line of action, the Spanish government is incorporating Cl@ve in all digital services that need eIdentification for all public administration and it can be used by any public administration body from all the administrative levels.

In addition to the shared keys, Cl@ve allows people's identification with National Identity Document (DNI and others eCertificates) and offers the possibility of signing in the cloud with personal certificates held on remote servers.

As a result, as of December 2019, 7606 organisms had adopted Cl@ve, over 1000 more compared to 2018.

Additionally, Cl@ve is integrated into the electronic identities cross-border recognition system, eIDAS, providing identification mechanisms of other EU countries.

Moreover, in 2018 the DNIe was proposed as the Spanish identification method compliant with eIDAS Regulation and was authorised in 2019.

According to Cl@ve design, service providers only have to be integrated with the Cl@ve Identification Manager. Therefore, Cl@ve has a fundamental role in giving a cohesive structure to any type of identification admitted to the Spanish public administration.

## 3.3.3 Security aspects

### National Cybersecurity Strategy

The National Security Strategy 2017, adopted by the Government in the Council of Ministers on 1 December 2017, reinforced the relevant and differential role of cybersecurity, taking into account both the impact of digitalisation and its nature as a driver of change with implications for cybersecurity.

In 2019, the National Security Council approved a new National Cybersecurity Strategy that further expanded the National Security Strategy 2017. The 2019 strategy takes

into consideration technological changes and includes provisions for the creation of a National Cybersecurity Forum to foster the collaboration between public and private entities.

The strategy's general goal is for Spain to guarantee a secure and reliable use of cyberspace, protecting citizens' rights and freedoms and promoting socio-economic progress. Based on this general goal there are five specific objectives:

- security and resilience of public sector networks, information and communication systems and essential services;
- secure and reliable use of cyberspace to ward off illicit or malicious use;
- protecting the business and social ecosystem and citizens;
- culture and commitment to cybersecurity and strengthening human and technological skills;
- international cyberspace security.

Moreover, the Government approved the creation of the Security Operations Centre (SOC) for the Central Administration. The commissioning of this service is strategic to maintain the operability of AGE's Internet services against the risk of increasingly dangerous attacks.

In addition, to improve the security of local entities against configuration failures and incidents, the CCN is working on the implementation of Virtual Security Operation Centres (vSOC).

## 3.3.4 Interconnection of base registries

### Digital Transformation Plan for the General Administration

Digital transformation requires a data driven culture (i.e. making internal management processes of administrative units digital). The line of action was included in the Digital Transformation Plan for the General Administration and has resulted in a measurable increase in productivity and efficiency in the administration through the use of new technologies in the internal procedures of administrative units.

The Digital Transformation Plan for the General Administration, which ends in 2020, has led to an advance in allowing public consultation through electronic access and ensuring semantic interoperability among administration registries.

## 3.3.5 eProcurement

### General State Administration Plan for Green Public Procurement

The Spanish government adopted the General State Administration Plan for Green Public Procurement. The Plan was approved by Order of Presidency PCI/86/2019 of 31 January 2019.

The Plan responded to the need to incorporate environmental criteria in public procurement. This will help public administration bodies carryout their activities and contribute to the economic and environmental sustainability objectives.

The main objectives of the Plan are: promoting the acquisition by the public administration of goods, works and services with the least environmental impact; serving as an instrument to promote the Spanish Circular Economy Strategy; guaranteeing a more rational and economic use of public funds; promoting environmental clauses in public procurement; and publicising the possibilities offered by the legal framework of green public procurement.

## 3.4 Domain-specific political communications

### Action Plans for Digital Transformation

The Digital Transformation Plan will end in 2020. Nine of the former Ministries have so far approved action plans for their digital transformation.
A new Digital Transformation Plan is currently being developed, so new ministerial action plans will be published under it.

## 3.5 Emerging technologies

### Spanish RDI Strategy in Artificial Intelligence

In March 2019, the Ministry for Science, Innovation and Universities published a proposal for a Spanish RDI Strategy in Artificial Intelligence.
The Spanish RDI Strategy in Artificial Intelligence is the backbone of a vision for RDI that is key for the development of the European framework. This strategy will be the basis for the future National Artificial Intelligence Strategy, which will allow the coordination and alignment of national investments and policies. This will result in the improvement of synergies and allow public and private investments to be directed at fostering the use of these technologies in our society and economy.
AI requires new competences in the Spanish education and employment systems. Therefore, the government will develop a Map of Current AI Capabilities in Spain and launch a Network of Research Nodes in AI. Another priority is to create a computer platform where RDI agents can experiment with developments before their launch and, moreover, contribute from an RDI perspective in the drafting of a Code of Ethics for AI.

### State Plan for Scientific and Technical Research and Innovation 2017-2020

The State Plan for Scientific and Technical Research and Innovation 2017-2020 comprises four state programmes that correspond to the general objectives established in the Spanish Strategy of Science, Technology and Innovation 2013-2020: promotion of talent and employability thereof, generation of knowledge and strengthening of the system, business leadership in research, development and innovation(R&D&I) oriented to the challenges of society.
This plan is the main instrument of the General State Administration for the development and achievement of the Spanish Strategy of Science and Technology and Innovation 2013-2020 and the Europe Strategy 2020 objectives. It includes state aid for R&D&I, which was granted through calls under competition.
The actions of the General State Administration in terms of R&D&I have a transversal nature, and one that requires close coordination with sectorial strategies defined by the different ministerial departments. The Strategic Plan for Health and the Strategic Action in Society and Digital Economy are part of the State Plan, to which the Connected Industry 4.0 Strategic Action was also added.

### Plan for Language Technology Promotion

Adopted in October 2015, this Plan for Language Technology Promotion is implemented within the framework of the Digital Agenda for Spain and aims to encourage the development of natural language processing and automatic translation in Spanish and co-official languages.

It establishes a set of measures aimed at increasing the number, quality and availability of linguistic infrastructures in Spanish and co-official languages. In parallel, it tries to boost the language industry by encouraging the transfer of knowledge between the research sector and the industry and incorporating the administration as a driver of this new sector.

The Plan is structured into four main axes:
Axis I: support for the development of linguistic infrastructures
Axis II: boosting the Language Technology Industry
Axis III: public administration as a driver of the Language Industry
Axis IV: lighthouse projects of natural language processing technologies

# 4 Digital Public Administration Legislation

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## 4.1 Specific legislation on digital public administration

### Compendium of eGovernment laws

Spain has a continuously evolving legal framework which comprehensively deals with all aspects necessary for the deployment of the digital administration.

The Compendium includes the basic legislation for digital administration, together with other related issues such as: eGovernment (common administrative procedure, legal system, national security and interoperability frameworks), electronic identification, electronic signature and representation, electronic official registries, electronic notification, electronic archiving, technical standards for interoperability, technical instructions for security, data intermediation system, procurement and use of electronic means, electronic invoicing, social security, transparency and access to public information, re-use of public sector information, digital communication, official gazette, accessibility, data protection, electronic judicial administration.

### Law on Public Administration Common Administrative Procedure and Law on the Legal Regime for the Public Sector

Government organisations continued to develop in compliance with Law 39/2015 of 1 October 2015, on the Public Administration Common Administrative Procedure, and Law 40/2015 of 1 October 2015 on the Legal Regime for the Public Sector. These laws were published with the goal of reforming the functioning of the government and implementing a fully electronic, interconnected, transparent administration with a clear and simple structure.

### Royal Decree-Law 14/2019 of 31 October adopting urgent public security measures in digital administration, public sector procurement and telecommunications

The Council of Ministers of 31 October 2019 approved Royal Decree-Law 14/2019 under which urgent measures were taken, for security reasons, in terms of digital administration, public sector contracting and telecommunications.

### Establishment of Electronic Relationships in Administrative Procedures

On 4 September 2018, Royal Decree-law 11/2018 was published in the Official Gazette as an amendment to several laws. The adaptation of administrative procedures to the new paradigm and the design of optimal management processes required for technological, organisational and legal developments to meet the necessary degree of maturity. Hence, the amendment delays until 2 October 2020 prior to the entry into force of some of the articles of Law 39/2015.

### Royal Decree on Accessibility of Websites

In September 2018, Royal Decree 1112/2018 of 7 September 2018 on the accessibility of public sector websites and mobile applications, approved at the proposal of the Ministries of Territorial Policy and Civil Service, Economy and Enterprise and Health, Consumer Affairs and Social Welfare, was adopted transposing the European Directive 2016/2102.

### Order on Electronic Voting

Order ICT/140/2019 of 14 February 2019 sets out the conditions for the exercise of electronic voting in the electoral process for the renewal of the council of the Official Chambers of Commerce, Industry, Services and Navigation.

### Regional Government legislation

Decree 622/2019 on electronic administration, simplification of procedures and organisational rationalisation of the Regional Government of Andalusia was enacted on 27 December 2019. Its purpose is to establish the general principles and to adopt administrative simplification and organisational rationalisation measures, as well as the use of electronic means by the Administration of the Junta de Andalucía and its bodies to improve effectiveness and efficiency, as well as guaranteeing citizens' rights and safeguarding legal certainty.

Law 4/2019 on digital administration in Galicia was enacted on 17 July 2019. The purpose of this law is to regulate the model of digital government in the public sector, by developing the basic State legislation on eGovernment, to implement and encourage the adoption of specific measures to incorporate the potential of digital technologies into the design of public policies, the modernisation of the public sector in the Autonomous Community and the promotion of the Galician economy, with the ultimate aim of providing quality digital public services.

# 4.2 Interoperability

### National Interoperability Framework

Interoperability is one of the principles included in Law 40/2015 on Public Legal System. The National Interoperability Framework (*Esquema Nacional de Interoperabilidad – ENI*), as foreseen in Law 40/2015, and implemented through Royal Decree 4/2010, which was jointly formulated by all public administrations, was developed using the European Interoperability Framework as a reference.

The ENI establishes the Interoperability Technical Standards mandatory for public administration bodies and develops specific aspects of interoperability in relations with citizens. There are twelve Interoperability Technical Standards: catalogue of standards, electronic documents, electronic files, digitisation of documents, electronic signature policies, data intermediation protocols, data models, electronic documents management policy, requirements for the connection to the network of the Spanish public administration, procedures for authentic copies and conversion between formats, data models for the exchange of records between official input/output registries, and reuse of public sector information.

The NIF was created in response to the conditions required to guarantee an adequate level of interoperability regarding the technical, semantic and organisational aspects of the systems, and applications used by Public administration bodies that allow the exertion of rights and fulfilment of duties through digital access. The main objectives of the NIF include the following:

- contributing to the creation of adequate interoperability conditions for the deployment and delivery of eGovernment services;
- providing benefits in terms of effectiveness and efficiency;
- Introducing common elements of interoperability to guide public administrations;
- facilitating the implementation of security policies (through the National Security Framework, Royal Decree 3/2010) thanks to a more rational environment.

The Spanish NIF (ENI) enshrines interoperability across the public sector, from technical rules to tools for interoperability, also covering infrastructures and common services, reuse, recovery and preservation of electronic documents, and electronic signature.

Moreover, a public consultation took place on 23 May 2018, which included the proposal to review the National Interoperability Framework.

# 4.3 Key enablers

## *4.3.1 Access to public information*

### Law on Transparency, Public Access to Information and Good Governance

Law 19/2013, adopted on 9 December 2013, aimed to expand and strengthen the transparency of public activities, regulate and guarantee the right of access to information concerning them, and establish the obligations of good government that must be meet by public officials.

### Royal Decree on the Re-Use of Public Sector Information

In October 2011, the Council of Ministers adopted Royal Decree 1495/2011 of 24 October, implementing Law 37/2007 on the re-use of public sector information, which, in turn, implemented EU Directive 2003/98/EC. Its objective was to establish, at the level of the national government, detailed rules implementing the legal provisions, while promoting and facilitating the availability of public sector information for its re-use both commercially and non-commercially.

## *4.3.2 eID and Trust Services*

### Common Administrative Procedure of Public Administrations

The citizen identification and signature systems interacting with Public administration bodies are included in articles 9 and 10 of Law 39/2015, of 1 October 2015 on the Common Administrative Procedure of Public administration bodies.
Citizens can choose between different identification systems (i.e. proof of identity), using a certificate, electronic ID or shared keys, based on the use of a key chosen by the user and a PIN notified by text message and upon user registration.
The Resolution of the Secretariat-General for Digital Administration regulates the conditions for use of non-cryptographic electronic signatures by citizens and business in their relations with administrative bodies of the Central Administration.

## *4.3.3 Security aspects*

### Law on the Protection of Personal Data

Organic Law 03/2018 of 5 December 2018 on the Protection of Personal Data incorporates new aspects that affect not only citizens, but also the public and private sectors. It complements Regulation (EU) 2016/679 of the European Parliament and of the Council, of 27 April 2016.
Regarding digital government, Title X contained information about the digital rights and freedoms of internet environment. These rights included neutrality and universal access or rights to security and digital education, as well as rights to oblivion, portability and the digital testament. The right to digital disconnection within the framework of the right to privacy in the workplace, and the protection of minors in the internet along with the guarantee of freedom of expression, and the right to the clarification of information in digital media, were also included in this title.
Organic Law 3/2018 introduced minor amendments to Law 39/2015 of 1 October 2015 on the Common Administrative Procedure of Public Administrations, which reinforces the role of the National Security Framework (ENS) on the protection of personal data and facilitates the application of the Once-Only principle.

### National Security Framework (ENS)

Security is one of the principles included in Law 40/2015 on the Public Legal System. The National Security Framework, regulated by the Royal Decree 3/2010, covers the

basic principles, minimum requirements and security measures to be applied by the public sector for the protection of services and information within the scope of the new Law 40/2015.

The National Security Framework foresees a series of so-called Technical Security Instructions, which provide more detailed provisions on: a) reporting on the security status; b) notifying security incidents; c) performing security audits; d) achieving compliance with the National Security Framework; e) acquiring security products; f) applying cryptography in the National Security Framework; g) achieving interoperability in the National Security Framework; h) defining security requirements in outsourced environments.

The ENS established the CCN-CERT (attached to the Spanish National Intelligence Centre) as the Spanish Government Computer Security Incident Response Team (CSIRT). Public sector entities in Spain and private sector service providers can be certified against the National Security Framework by independent certification bodies. These certification bodies should be ISO/IEC 17065-certified by ENAC (*Entidad Nacional de Acreditación* – The National Accreditation Entity). In 2018, the ENS Certification Board (CoCENS) was set up. It is a body that brings together stakeholders to ensure that the ENS certification is properly implemented and that certification processes are promoted in the public and private sector.

## National Cyber Strategy 2019

On 10 August 2018, Order PCI/870/2018 on the Agreement of the National Security Council was published. The order approved the procedure for the institution of a new National Cybersecurity Strategy establishing the mandate of the National Security Council. Order PCI/487/2019 of 26 April 2019 published the National Cybersecurity Strategy 2019, approved by the National Security Council.

## 4.3.4 Interconnection of base registries

### Implementation of Delegated EU Legislation on Technical Requirements for the Management and Maintenance of the Central Electronic Register

Delegated Regulation (EU) 2019/411 of the Commission of 29 November 2018, transposed Directive (EU) 2015/2366 of the European Parliament and of the Council. It regards the regulatory technical standards. Technical requirements were established in the development, management and maintenance of the central electronic registry in the field of payment services and on access to the information contained in the registry.

### Order HFP/633/2017, regarding proxy models

In order to facilitate the access of citizens to the administration, this regulation was developed to allow citizens to enable third parties to act on their behalf in certain procedures or actions via electronic means before the General State Administration and/or its related public bodies or representatives.

Order HFP/633/2017 of 28 June 2017 approved the models of powers of attorney to be used in the Electronic Registry of Representatives of the Central Administration and in the Electronic Registry of Representatives of Local Entities. The order also regulates valid methods to be used for the electronic signature of powers of attorney.

## 4.3.5 eProcurement

### Law on Public Sector Contracts

Law 9/2017 on Public Sector Contracts transposed European Parliament and Council Directives 2014/23/EU and 2014/24/EU of 26 February 2014 into Spanish law. It entered into force on 9 March 2018.

### Law on eInvoicing

Law 25/2013 mandated the use of electronic invoices as well as an accounting record of invoices in the public sector. It obliged all public entities to receive all invoices through one common point of entry regardless of their different units and departments. This common point of entry shall be made publicly available.

In accordance with this law, and as of 15 January 2015, all invoices sent to public sector entities must be electronic. They should have a structured format (Facturae V3.2. X) and be signed with an electronic signature based on a qualified certificate.

The law also requires all public administration bodies to have an invoice accounting record which keeps track of all invoices received, unpaid bills, for knowledge of accounting units and the Spanish Tax Agency (AEAT). The use of accounting records became mandatory as of 1 January 2014.

## 4.4 Domain-specific legislation

### Legislation on eJustice

Democracy and the administration of justice are strengthened with the aid of new electronic tools. Citizens have the right to a public service that is agile, transparent, responsible and that fully complies with constitutional values. One of the essential means to achieve this is through the new Judicial Office, whose prime objective is the rationalisation and optimisation of resources that will assist in the Administration of Justice.

Royal Decree 396/2013 of 7 June 2013 regulated the National Technical Committee for the Electronic Administration of Justice.

Order JUS/1126/2015 of 10 June 2015 created the Electronic Judicial Office, which is the official website that provides electronic access to the Administration of Justice to citizens and professionals.

### Law on Information Society

Law 34/2002 of 11 July 2002 on Information Society Services and Electronic Commerce implemented the EU Directive on certain legal aspects of Information Society services, in particular the ones related to electronic commerce contained in the Internal Market (Directive 2000/31/ECon "electronic commerce"). Law 34/2002 was amended in 2014 in several aspects, regarding codes of conduct, commercial communications, rights of the receivers, responsibilities of the service providers and sanctions, among others. Law 56/2007 on measures to promote Information Society modified the Law on Information Society Services and Electronic Commerce by establishing an eAccessibility obligation. Law 56/2007 was amended in 2013 to modernise several aspects regarding electronic invoicing.

## 4.5 Emerging Technologies

No particular legislation in this field has been reported to date.

# 5 | Digital Public Administration Governance

# 5 Digital Public Administration Governance

## 5.1 National

### *5.1.1 Policy*

Ministry of Economic Affairs and Digital Transformation

The Spanish Ministry of Economic Affairs and Digital Transformation (MAETD) is the current ministerial department entitled to conduct the proposal and execution of national government policy regarding economic affairs and reforms to improve competitiveness, telecommunications and information society. The Ministry also proposes the government policy for digital transformation and the development and promotion of artificial intelligence following Royal Decree 2/2020 of 12 January 2020, which restructured the ministerial departments.

The detailed structure and functions of this ministry were set out in Royal Decree 403/2020.

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## 5.1.2 Coordination

### Commission for ICT Strategy

The Commission for ICT Strategy is an inter-ministerial body comprised of senior officials, mainly undersecretaries, representing all ministries and the Central Administration. It is tasked with the preparation, design and development of the eGovernment strategy and ICT policy.

### Ministerial Committees for eGovernment

The Ministerial Committees for Digital Government are responsible for promoting digital governance in public administration. Royal Decree 806/2014 of 19 September establishes that each ministerial department features a Ministerial Commission for Digital Administration (*CMAD*) with the purpose of developing the action plan for the digital transformation of the ministry.

### National Cybersecurity Council

The National Cybersecurity Council helps the National Security Council with its tasks and duties, particularly by helping the Spanish Prime Minister manage and coordinate National Security Policy in the field of cybersecurity. The main functions and activities are stated in Decree PRA/33/2018, which sets out the Agreement of the National Security Council regulating the National Cybersecurity Council.
Its main functions are the following:
- proposing the National Security Council the guidelines on planning and coordinating the National Security policy related to cybersecurity;
- contributing to strengthening the proper functioning of the National Security System in the field of cybersecurity, whose supervision and coordination falls under the scope of the National Security Council;
- strengthening the relations with the concerned Public administration bodies in the field of cybersecurity, as well as the coordination, collaboration and cooperation between the public and private sectors.

### Sectorial Commission of eGovernment

Law 40/2015 of 1 October 2015 on the Legal Regime of the Public Sector (BOE-A-2015-10566), established the Sectorial Commission of eGovernment as a technical cooperation body of the General State Administration, the Administration Bodies of the Regional Governments and Local Entities in matters of electronic administration. Universities also take part in this Commission through the CRUE-TIC representatives.

Its main functions are to:

- ensure the compatibility and interoperability of systems and applications used by Public Administrations;
- promote the development of electronic administration in Spain;
- ensure cooperation between Public Administrations to provide clear, updated and unequivocal administrative information.

## Communities

Different communities have been created to discuss specific digital services. This is the mechanism for co-creation of value in the Secretariat-General for Digital Administration. There are communities regarding the following services:
- accessibility
- citizens' folder
- electronic invoicing system
- electronic documents

Each forum includes an organisation focussing on project-specific issues.

## National Centre for Infrastructure Protection and Cybersecurity (CNPIC)

The CNPIC is the responsible body for the promotion, coordination and supervision of all policies and activities related to the protection of critical infrastructures and cybersecurity under the authority of the Ministry of the Interior. The CNPIC is accountable before the Secretary of State of Security.

The CNPIC was created in 2007 under the Agreement of the Council of Ministers of 2 November 2007. Its competences are regulated by Law 8/2011 of 28 April 2011, by which the measures for critical infrastructure protection (CIP) are established, and by Royal Decree 704/2011 of 20 May 2011, by which the Regulation on critical infrastructure protection was adopted.

In addition, Council of Ministers Agreement of 15 February 2019 established the Cybersecurity Operations Centre for the General State Administration. This Centre aims to improve the prevention, detection and response to cyberattacks and incidents.

## State Technical Committee of the Electronic Justice Administration

The State Technical Committee is the government body responsible for promoting justice and ensuring the coordination and proper implementation of electronic justice administration among all involved actors through the establishment of working groups.

## Committee of Digital Strategy of the Social Security

The Committee for Social Security Digital Strategy has been created with the objective of coordinating the digital transformation initiatives within the State Secretariat of Social Security. As part of its responsibilities, the Committee developed an Action Plan for the digital transformation of the State Secretariat, in order to comply with Laws 39/2015 and 40/2015. The plan provided for initiatives in specific areas such as: digital notifications; authorisation of representatives; public servant registry; normalisation of administrative procedures; electronic registry and organisational change management.

## Designation of Spanish Coordinator for the Digital Single Gateway

The Spanish Coordinator for the Digital Single Gateway will work together with the General Directorate for Public Governance to coordinate the information of the European Single Digital Gateway (i.e. Royal Decree 307/2020 of 11 February 2020, which develops the basic organic structure of the Ministry of Territorial Policy and Public Function).

## 5.1.3 Implementation

### Ministry of Economic Affairs and Digital Transformation

This Ministry of Economic Affairs and Digital Transformation is comprised of the following higher bodies:
- Secretary of State for Economy and Business Support
- Secretary of State for Digitalisation and Artificial Intelligence
- Secretary of State for Telecommunications and Digital Infrastructure

### The Secretary of State for Digitalisation and Artificial Intelligence

The Secretary of State for Digitalisation and Artificial Intelligence aims to promote the digital transformation of society, in order to achieve a prosperous, safe, reliable, inclusive growth that respects the rights of citizens, as well as the digital transformation of public administration bodies through the Secretariat-General for Digital Administration.

Article 8 of Royal Decree 403/2020 includes the detailed functions and organisation of the Secretary of State. The Secretariat of State fulfils the functions of promoting and regulating digital services and the digital economy and society, engaging in dialogue with the professional, industrial and academic sectors, encouraging the digitalisation of the public sector, as well as coordinating and cooperating with ministries and other public administrations on these matters.

### The Secretary of State for Telecommunications and Digital Infrastructure

The Secretary of State for Telecommunications and Digital Infrastructure is responsible for the promotion and the regulation of the telecommunications and audio-visual services sectors and the Information Society. Moreover, it deals with the professional, industrial and academic sectors, and inter-ministerial coordination and cooperation with other public administrations on these matters. It includes regulation and coordination with European and international programmes to promote the regulation, standardisation and certification of digital and telecommunications infrastructures.

Article 10 of Royal Decree 403/2020 includes the detailed functions and organisation of the Secretary of State.

### Secretariat-General for Digital Administration (SGAD)

The Secretariat-General for Digital Administration (SGAD), having the rank of Undersecretary, is a governing body under the authority of the Secretary of State for Digitalisation and Artificial Intelligence. It is responsible for the management, coordination and performance of the powers attributed to the Department in the field of digital transformation of administration, including the technical development and application of Law 39/2015 of 1 October 2015 on the Common Administrative Procedure of Public Administrations and Law 40/2015 of 1 October 2013 and its regulatory rules regarding the electronic operation and functioning of the public sector.
It also has the competence for national security and interoperability schemes, the rationalisation of information and communication technologies within the General State Administration and its public bodies, the management of the Cybersecurity Operations Centre and the definition of common digital means and services, including those declared as shared and, where appropriate, their provision, operation and management for the general government as a whole.
Moreover, in coordination with the other ministerial departments, it is responsible for the implementation of all actions arising from the action plans for the implementation of national and international strategies in the area of digital transformation.

## Cybersecurity Operations Centre for the General State Administration

In line with the National Security Strategy and the Cybersecurity Strategy, on 15 February 2019 the Council of Ministers adopted an agreement to create the Cybersecurity Operations Centre for the General State Administration with the objective of providing cybersecurity services and improving response capacity in case of any attack.

Also, the agreement signed by the Secretariat-General for Digital Administration (SGAD) and the National Cryptologic Centre contributed to the creation of the Cybersecurity Operations Centre (Official Gazette, 1 January 2019).

## National Cryptologic Centre

The National Cryptologic Centre (CCN) is part the National Intelligence Centre (CNI). It was set up in 2002 to guarantee ICT security in different public administration entities and security for systems that process, store or send out classified information.

The CCN-CERT is the Information Security Incident Response Capacity of the National Cryptologic Centre, CCN, attached to the National Intelligence Centre, CNI. This service was created in 2006. The Spanish National Government CERT and its functions are set out in Law 11/2002 regulating the CNI; Royal Decree 421/2004 regulating the CCN; and in Royal Decree 3/2010 of 8 January 2010 regulating of the National Security Framework (ENS).

The functions of the CCN-CERT are listed in Chapter VII of Royal Decree 3/2010 of 8 January 2010. Its mission is to contribute to the improvement of Spanish cybersecurity, being the national alert and response centre that cooperates and helps to respond quickly and efficiently to cyber-attacks and to actively address cyber threats, including coordination at State level of the different Incident Response Capabilities or existing Cybersecurity Operations Centres according to Royal Decree-Law 12/2018.

According to these regulations and to Law 40/2015 on the Legal Regime of the Public Sector, it is the responsibility of the CCN-CERT to manage cyber incidents that affect any public body of the Public Sector. In the case of operators of critical infrastructures in the Public Sector, cyber incident management will be carried out by the CCN-CERT in coordination with the CNPIC.

## Ministry of the Interior

The Ministry of the Interior is responsible for implementing the electronic ID (eID) card project.

## Individual Government Ministries and Agencies

Individual Government ministries and agencies are responsible for the implementation of departmental eGovernment projects falling within their respective fields of competence.

## FNMT–RCM

The FNMT–RCM (*Fábrica Nacional de Moneda y Timbre)* is the public entity which, in the field of eGovernment, develops its activities as a Qualified Trust Service Provider according to Regulation (EU) no. 910/2014 of the European Parliament and of the Council of 23 July 2014 on electronic identification and trust services for electronic transactions in the internal market.

In February 2019, the Ministry of Finance formalised a new agreement with the FNMT–RCM to provide trust services to the General State Administration, and continuing the work first started in the late 1990s. This agreement included the following trust services:
- electronic signature (natural persons, legal persons);
- electronic seal;
- website authentication;

- qualified electronic time stamps.

Currently, the number of active electronic certificates exceeds eight million. The FNMT-RCM processes more than 166 million validations each month and issues more than 17 million time stamps each month.

### Red.es

Red.es is the public corporate entity attached to the Ministry of Economic Affairs and Digital Transformation which is responsible for promoting the development of Information Society in Spain. Its mission is also to carry out projects related to information and communication technologies (ICTs) in accordance with the strategic priorities of the Secretariat-General of State for the Digitalisation and Artificial Intelligence (SEDIA), in collaboration with Autonomous Communities, councils, local authorities and the private sector.

Red.es is responsible for managing the Internet Domain Names Registry for the country code ".es" Red.es also manages RedIRIS, the Spanish academic and research network that provides advanced communication services to the scientific community and national universities. Finally, the National Observatory for Telecommunications and the Information Society is a body attached to Red.es. Its main objective is to monitor and analyse the Telecommunications and Information Society sector.

### SEGITTUR

SEGITTUR (*Sociedad Estatal para la Gestión de la Innovación y las Tecnologías Turísticas S.A.*) is a state-owned company in close affiliation with the Ministry of Industry, Trade and Tourism. SEGITTUR aims at improving the efficiency and competitiveness of the tourism sector through digitalisation, innovation and the use of new technologies within an established framework based on the promotion of the competitiveness of the tourism sector. SEGITTUR is the leading institution responsible for managing the Smart Destinations strategy of the Spanish Tourism Secretary of State and the Smart Tourism System (SIT).

### CRUE-TIC

The Sectorial Commission for Information and Communication Technologies (CRUE-TIC) is made up of all universities that belong to the Conference of Rectors of Spanish Universities. They coordinate ICT actions in universities and take part in the Sectorial Commission of eGovernment for the coordination with the rest of Spain's Public administration bodies.

### ASTIC

ASTIC is the professional association of Public administration bodies IT experts and managers. It provides support and information services to its members for the development and implementation of their respective eGovernment projects.

## 5.1.4 Support

No responsible organisations have been reported to date.

## 5.1.5 Interoperability coordination

### Secretariat-General for Digital Administration

The main body responsible for interoperability activities in the Country is the Secretariat-General for Digital Administration.

## 5.1.6 Base registry coordination

### Ministry of Justice

The Ministry of Justice holds responsibilities regarding certain base registries. More specifically, it is responsible for the civil registry for personal data (i.e. birth, legal capacity, absence or death, nationality, real state) and the registry providing for business identification, activity description, foundational data and documents, financial and economic information.

It is also responsible for key master data concerning natural and legal persons, and its Directorate General of Registries and Notaries is responsible for the policy, legislation and organisation of private communities of professionals acting on behalf of the Ministry (in the case of base registries like the Business Registers and the Real Estate Registries). Mercantile registries are distributed in the autonomous communities, although the set of data is accessible through a central platform privately managed by the Mercantile Register and the members of the College of Registrars.

### Ministry of the Interior

The Ministry of the Interior is responsible for the national police personal identification database. It is also responsible for the vehicle registry of vehicles owners, vehicle description (e.g. number plate) and driver licences.

### Ministry of Finance

The Ministry of Finance is responsible for proposing and executing the government policy regarding public finance, budgets and expenses, in addition to the other tasks conferred by Royal Decree 2/2020 of January 12.

It also manages the Tax Agency Database, containing data on natural persons' and legal entities' taxes, fiscal obligations and fiscal status.
The Register of State Entities, Autonomous Dobies and the Local Public Sector serves as a tool to ensure the management, information, transparency and control of public sector entities. It is set as an administrative public register, under the responsibility of the General Controller of the State Administration (IGAE) according to art. 82 of Law 40/2015 of 1 October 2015 on the Legal Regime of the Public Sector, and Royal Decree 749/2019 of 27 December 2019 approving the work of such register.
The National subsidies and public assistance database was set up as a tool to control the accumulation and concurrence of subsidies, facilitate supervisory actions, improve transparency and management and collaborate in the fight against subsidy frauds. It is based on the information sent by those who are required to provide information to Central, Autonomous and Local Administration Bodies. The General Controller of the State Administration (IGAE) manages the database, according to art. 20 of Law 38/2003 on General Subsidies, Royal Decree 887/2006 approving the Rules of the Law on General Subsidies, and Royal Decree 130/2019 of 8 March 2019, which regulates the National Subsidies Database and the advertising of subsidies and other public assistance services.

### Ministry of Economic Affairs and Digital Transformation

The Ministry of Economic Affairs and Digital Transformation manages the residence data registry. Residence registries are local; however, the information is aggregated by the National Institute of Statistics (INE, *Instituto Nacional de Estadística*) and offered through the Intermediation Platform for consultation by the authorised administrations connected to it.

### Ministry of Labour and Social Economy

The Social Security Database keeps data on natural and legal persons related to their employment history and social security rights. It comprises of one single central database and services.

## Ministry of Universities

There are two main registries regarding universities. The first one is the Registry of Universities, Centres and Qualification (RUCT) Created by RD 1509/2008 of 12 September; the RUCT has been created to provide the most relevant information about the universities, centres and degrees that make up the Spanish university system.
The second one is the Registry of National University Diplomas (RTU) keeping the records of official tertiary education diplomas issued to any person by a Spanish University, which can be consulted by diploma holders at the Ministry of Universities website.

## Ministry of Education and Vocational Training

There is a central registry with the records of official diplomas issued by Spanish non-university degrees (RTNU). This registry can be consulted by diploma holders in the Ministry of Education and Vocational Training website.

### 5.1.7 Audit

## Court of Auditors

The Court of Auditors is tasked with controlling the collection and use of public funds. In addition, it performs a jurisdictional function which entails auditing the entities tasked with handling public funds and goods.

### 5.1.8 Data Protection

## Data Protection Agency (AEPD)

The AEPD is the public law authority overseeing compliance with legal provisions on the protection of personal data. As such, it enjoys absolute autonomy from public administration. It undertakes actions specifically aimed at enhancing citizens' capacity to effectively contribute to such protection.

# 5.2 Subnational (federal, regional and local)

### 5.2.1 Policy

## Autonomous Communities

Regional eGovernment initiatives are led and coordinated by the respective Autonomous Communities where a specific body, department or entity is usually in charge of coordination.

The actor for each Regional Government can be checked in the list of members in the Sectorial Commission for eGovernment.

### 5.2.2 Coordination

## Autonomous Communities

Regional eGovernment initiatives are led and coordinated by the respective Autonomous Communities where a specific body, department or entity is usually in charge of coordination.

### 5.2.3 Implementation

#### Autonomous Communities

Regional eGovernment initiatives are led and coordinated by the respective Autonomous Communities where a specific body, department or entity is usually in charge of coordination.

#### Municipalities

Local eGovernment initiatives are led, coordinated and implemented by local authorities, mostly municipalities. A list of initiatives is published on the General Access Point.

### 5.2.4 Support

#### Sectorial Commission for eGovernment

The Sectorial Commission for eGovernment helps the coordination of actions together with regional governments, local governments and universities. It is responsible for ensuring the interoperability of the applications and systems in use within public administration and for preparing joint action plans in order to improve the development of eGovernment.

#### FEMP- Spanish Federation of Municipalities and Provinces

The Spanish Federation of Municipalities and Provinces is a Spanish association of local entities that groups municipalities, provincial councils, and island councils. It promotes the development of digital transformation, among other issues, in local entities and it takes part in the Sectorial Commission of eGovernment.

### 5.2.5 Interoperability coordination

No responsible organisations have been reported to date.

### 5.2.6 Base Registry Coordination

#### Sectorial Commission for eGovernment

Access to base registries through the Data Intermediation Platform is coordinated within the Group for Intermediation and Services, Citizens Folder part of the Sectorial Commission.
Their goal is to reach agreements on the intermediation of data in the public sector – including data in base registries – in different fields, such as interoperability and security aspects, government and control of the registries.

### 5.2.7 Audit

#### Regional Audit Offices

The Autonomous Communities (Regional Governments) have their own Audit Offices tasked with controlling the collection and use of public funds placed under their jurisdiction.

### 5.2.8 Data Protection

## Data Protection in the regions

Some Autonomous Communities have their own Data Protection Agencies, e.g. the communities of Catalonia or the Basque Country.

# 6 | Digital Public Administration Infrastructure

# 6 Digital Public Administration Infrastructure

## 6.1 Portals

### 6.1.1 National Portals

General Access Point - administracion.gob.es

The General Access Point facilitates the intercommunication of citizens and businesses with public administration bodies, providing access to government information, carrying out paperwork and accessing the information they need to accomplish their objectives. In 2019, there were more than eleven million visits to the General Access Point, three million more than in the previous year.

The General Access Point provides access to the Citizens' Folder. It is a one-stop service, where users, either citizens or businesses, can access and browse all the information the administration possesses about them, including open proceedings and registry entries across all public organisations. A user can, for example, check the state of their tax returns or find out whether they have any pending traffic fines.

There were some key developments in 2019 related to the following improvements in the Citizens' Folder:

- last year, public administration agencies that make their notifications/communications accessible in the Citizens' Folder to facilitate access to citizens experienced a considerable increase, rising from 636 sending organisations in January 2018 to more than 6000 in December 2018
- access to data held by the administration with the option of self-issue of certificates. The download of cadastral certificates was included in case of urban real estate properties as well as the cadastral certification of a specific property

In 2019, the Citizens' Folder of the General Access Point registered 112 million accesses, which is more than three times the number of entries registered in 2018.

eGovernment Portal (PAE)

The eGovernment Portal (PAe) is a centralised information point focussing on the current situation of eGovernment in Spain: news and events, reports, studies, legislation, organisation and strategies and reusable ICT solutions.

In 2019, there were more than 1.75 million visits to PAe, and 33 144 registered users.

One of the areas within the eGovernment Portal is the OBSAE, the Observatory of e-government, it does a work of diffusion of the situation of the electronic administration in Spain. It is in charge of publishing the indicators of electronic administration. To this end, it carries out periodic studies, reports and technical notes on the implementation and use of ICT in public administration and the development of electronic administration.

DATAOBSAE is an OBSAE tool that offers a public dashboard of electronic administration indicators for the public administration bodies, based on data from horizontal services or external sources. It presents evolution of indicators, tables and maps that are updated monthly.

Another relevant area within the eGovernment Portal is the Centre for Technology Transfer (CTT). It publishes a comprehensive directory of reusable applications and solutions to encourage the implementation of eGovernment at all administrative levels. It is linked with the European portal Joinup.

As of 2019, there are 351 solutions in the CTT to be reused and more than 11 000 registered users.

The catalogue of eGovernment services offered by the Secretariat-General for Digital Administration is included in the website and describes the common services and infrastructures offered to public administration bodies.

Data Portal

Datos.gob.es is the platform hosting the National Catalogue of Open Data, the single-entry point through which Spanish public administration bodies (general level, autonomous, local, universities, etc.) make their data available to citizens, researchers, re-users and other administration bodies for consultation, download and reuse. It also includes general information, training materials and news about the reuse of information in the public sector, making Spain one of the European leaders on Open Data.

In 2019, there were more than 25 000 datasets available in datos.gob.es and over 700 000 visits to the portal.

### *Portal de la transparencia* (Transparency Portal)

The Transparency Portal was created by Law 19/2013, which addressed transparency, access to information and good governance. The Transparency Portal provides citizens with the possibility of consulting on the following types of information: organisational, legal significance and economic.

### Budgetary Administration portal

The budgetary administration website publishes electronic information on the General Accounts of the State, the Account of the General State Administration and of the annual accounts of the other public sector entities, including an audit report on accounts, according to article 136.2 of Law 47/2003 on General Budget. The information of the annual accounts of the public entities section (except for the case of the General State Administration) is provided in a re-usable XBRL format.

The General State Budget (*Presupuestos Generales del Estado* (PGE)) of the current year and previous years is also published on the website, under various formats. The draft Budget Law for the following year is also published on the website.

The website also includes information related to the data of the public administration and its sub-sectors, written in terms of national accountancy, in line with the European System of National and Regional Accounts of the European Union. It also includes the budgetary execution of the public sector related to the information of the General State Administration and its bodies.

The portal is an integrated information platform of economic-budgetary management, audit and accounting of an administrative nature for the public sector. In fact, it allows the electronic processing of expenditure files, as well as the electronic audit and the corresponding accounting register thereof.

## *6.1.2 Subnational Portals*

### Autonomous Communities and Local Governmental Portals

Spain is a State divided in regions, with many levels of governance. It follows that every autonomous community and almost every local government (provincial councils, island councils, federations of municipalities and city councils) possesses its own governmental portals. These are the reference point for citizens and businesses who want to find out about the organisms, activities and public services.

### Public websites of the Autonomous Communities

The General Access Point facilitates the links across all the websites of the autonomous communities.

### Transparency Portal of the Autonomous Communities

Each Autonomous Community has its own transparency portal and all of them are linked via the Transparency Council.

### Data Portal of the Autonomous Communities

The Aporta project promotes a culture of information reuse among administration bodies, raising awareness on the importance and value of information and its subsequent reuse. Data will be a fundamental element of disruptive technologies that are meant to change our world. Various autonomous communities federate their data with portaldata.gob.es. Links to initiatives and portals can be found here. Regional and local data portals are federated with the national portal datos.gob.es

## 6.2 Networks

### Red SARA Network

The Red SARA network, managed by the Ministry of Economic Affairs and Digital Transformation, is Spain's government intranet. It interconnects all ministries, all autonomous communities (17) and autonomous cities (two), as well as over 4 000 local entities representing more than 90% of the Spanish population. The goals of Red SARA is to increase collaboration and interoperability among the information systems at the various levels of government. The network is designed with the latest VPLS (Virtual Private LAN Services) technology, thus providing high-capacity data transmission. It is also connected with the European TESTA network.

### 060 Network

The 060 Network provides citizens and businesses with a unique multi-channel system and a key entry point to the administrative services of all three levels of government (central government, autonomous communities and municipalities) through three types of channels: local offices, the 060.es web portal and the telephone hotline number 060. The primary objective is to satisfy the needs and expectations of users in relation to administrative matters on a 24/7 basis. The phone number 060 is intended to replace over 600 phone numbers available for citizens to access central government information.

### Trans European Services for Telematics between Administrations (TESTA)

Spain uses the Trans European Services for Telematics between Administrations (TESTA) network as the main cross border infrastructure to communicate digitally among the EU agencies, institutions and Member States.

## 6.3 Data Exchange

### Data Intermediation Platform

The Data Intermediation Platform is the main service of the central government inter-administrative infrastructure (*PID - Plataforma de Intermediación de datos* – Data Intermediation Platform) for the Once Only Principle. The Data Intermediation Platform is responsible for performing critical functions such as managing the transferees and requesters actions, deleting citizens' personal information obtained during data exchanges once they are complete, ensuring data confidentiality and integrity, etc. It also establishes the system, information governance and standards for operating the platform.
The Data Intermediation Platform is continuously expanding. It currently offers 125 services to nearly 1 500 different consumer organisms.
The Data Intermediation Platform completed 124 million data exchanges between public bodies during 2019, with a 65.3% increase compared to 2018.

Throughout 2019, new data services have been made available through the PID, such as services from several Spanish universities to consult their current enrolments;

services to consult the registry of universities, centres and qualification (RUCT); services to obtain information about the Universal Social Card; as well as several services for information about unmarried partners registered in the different autonomous communities.

## Electronic Notifications

The service Notifica allows citizens and businesses to receive free online administrative notifications and correspondence, contributing to the elimination of official paper-based notifications.
The service of these notifications and communications can be done in three main ways, depending on the conditions established by the recipient for their relationship with the administration: by electronic appearance in the Citizens' Folder of the General Access Point, on paper, and by appearance in the Enabled Electronic Address (DEH).
As of December 2019, almost 19 million electronic notifications have been sent. More than four million citizens have so far configured an electronic address to receive notifications from public administrations.

## The Interconnection Registry System (SIR)

The Interconnection Registry System (SIR) interconnects traditional face-to-face registry offices and electronic registries of different public administration bodies. The exchange of registries entries is based on a SICRES 3.0 standard developed in the National Interoperability Framework.
In 2019, a total of 6.4 million record exchanges between public bodies were registered, a 50% increase compared to 2018.

# 6.4 eID and Trust Services

## National eID Card (DNIe)

The national eID card makes it possible to digitally sign electronic documents and contracts, identify and authenticate citizens in a secure digital environment, and provide them with easy, straightforward, fast and convenient access to eServices. The card is valid for 10 years although digital certificates must be updated every 2.5 years. Over 38 million Spanish citizens hold a DNIe card. Most government bodies (central government, regions and municipalities) and businesses provide eServices enabling the use of the DNIe.
Article 9 of Law 39/2015 requires public administration to accept identification systems based on qualified electronic certificates issued by service providers included in the trusted lists of qualified trust service providers, as those included in the DNIe.

## Public Certification Authority (CERES)

The Spanish government has set up CERES, which issues digital certificates to be used in electronic administrative transactions. It offers a range of services that are essential to the proper functioning of Public Key Infrastructure (PKI) and for the implementation of the electronic signature.

## Other Certification Authorities

Other certification authorities are recognized by public administration bodies, which are included in the trusted lists of qualified trust service providers. Some of them provide their services to regional public administrations such as: Generalitat Valenciana (ACCV), Consorci AOC (CATCert) or IZENPE.

## Cl@ve

Cl@ve, linked to the national eIDAS node, is a common platform for identification, authentication and electronic signature, a horizontal and interoperable system that avoids public administrations having to implement and manage their own systems for authentication and citizens having to use different methods of identification when interacting electronically with different administration bodies.

Cl@ve complements the existing systems to electronically access public services based on the DNI-e (electronic ID card) and electronic certificates, and offers the possibility of identification through shared keys and signing in the cloud with personal certificates kept in remote servers.

More than 7 000 public organisations have adopted Cl@ve. The platform reached 8.5 million registered users in December 2019 and performed 172 million operations during 2019.

## @firma – MultiPKI Validation Platform for eID and eSignature Services

@firma, the MultiPKI validation platform, provides free eID and electronic signature services to eGovernment applications. This national validation platform provides a secure service to verify the state and validity of all the qualified certificates allowed in Spain, as well as the electronic signatures created by citizens and businesses in any eGovernment service. It is offered as a cloud service to national, regional and local eGovernment services, as well as open software that can be installed by agencies with a high demand of signature services. **It can also be used through the cl@ve system.** In 2019, more than 863 million transactions were made through @firma, almost twice as many as in 2018.

## VALIDe

VALIDe is an online service offered directly to final users, such as citizens, where they can validate electronic signatures and certificates through a web interface. It is a key solution for the compliance of the requirements for electronic signature and electronic identification of citizens and administration bodies established by Laws 39/2015 and 40/2015.

## eIDAS node

Spain was the first country to have an eIDAS node available and one of the first to notify an identification scheme (DNIe). The integration with eIDAS is done through Cl@ve 2.0 services that are aligned with the eIDAS Regulation.

Moreover, in relation with the eIDAS Regulation and under the CEF Telecom Programme, the following projects have been addressed in Spain:

- SEMPER project, carried out by the General-Secretariat for Digital Administration and other European partners. It aims to provide solutions for cross-border powers of attorney and eMandates. In particular, the action will define the semantic definitions of mandate attributes and enhance the eIDAS Interoperability Framework for connecting national mandate management infrastructures. Thanks to this, service providers will be able to allow the representation of legal or natural persons within their eIDAS enabled services, while eIDAS node operators will be able to access national mandate infrastructures as attribute providers (apart from connecting their national identity providers).
- EID4Spain will connect the eServices from four Spanish local and regional administrations with the Spanish eIDAS node via CL@VE 2.0 in order to enable cross-border authentication in line with the eIDAS Regulation.

## @podera, Habilit@ and SEMPER Project

Some digital services allow the electronic identification of representatives:

- **@podera** is an online electronic registry for powers of attorney and other forms of representation. It allows citizens to authorise third parties to act in their name, online or offline, in public administrative proceedings. The registry has reached 34 938 registered powers of attorney in 2018, and it is integrated with 963 digital public services.
- **Habilit@**(En@ble) is a registry of civil servants with the authority to issue certified copies of documents and present requests online on behalf of users who are not required to do so personally.

# 6.5 eProcurement

## Central Government eProcurement Platform and related services

*Plataforma de Contratación del Sector Público* (PCSP) is the main point of access to information on the contractual activity of the public sector and is the responsibility of the General Directorate of State Assets (Dirección General del Patrimonio del Estado), under the Ministry of Finance. It provides eNotification, eTendering and eAward services. It also provides customised electronic document searches and distribution services and electronic communication facilities for both economic operators and contracting authorities. The PCSP is of mandatory use for central government authorities and bodies but is also used by many regional and local administrations.

Public sector contracting bodies are required by law to publish supplier profiles on this platform. Regional administrations and local entities may publish their profiles in the public sector procurement platform or maintain their own.

As of 1 January 2014, the procurement platform published information about procurement available for reuse on bids published. This data set is updated daily in the portal.

## The Centralised Contracting Portal

The State Centralised Contracting System (*Portal de Contratación Centralizada*) constitutes a model for contracting supplies, works and services, which are contracted in a general way and with essentially homogeneous characteristics by the entities and agencies of the public sector referred to in article 229.2 of Law 9/2017, of November 8, on Public Sector Contracts (LCSP).

Information regarding the Central Government eProcurement Platform and related services can be accessed through the portal's website. In fact, it is specifically dedicated to the centralised procurement system in which all information related to framework agreements, contracts based on framework agreements and centralised contracts is provided. All existing catalogues are published on the portal, and their characteristics and prices can be viewed, as well as guides, forms and information for institutions and companies on how to join the centralised procurement system.

## Register of Certificates

The Register of Certificates (*Registro Oficial de Licitadores y Empresas Clasificadas)* provides eCertificate-related services for both economic operators and contracting authorities. An eCertificate or eAttestation is a documentary evidence – provided by a third party – in an electronic form. The electronic form is then submitted to an economic operator to demonstrate compliance with formal requirements in specific contracting procedures. These documents are relevant for the economic operator to prove its suitability to the contracting authority.

## eClassification

eClassification allows economic operators to provide all the necessary documents to apply for a specific classification electronically (a compliance document that ensures

that a candidate or tenderer has the legal and financial capacities and the technical and professional abilities to perform specific contracts).

### Registro de Contratos del Sector Público

All public sector contracting authorities are obliged to submit information regarding contracts to this centralised system for statistical purposes.

### Regional and Local eProcurement Platforms

As a general rule, every regional government (autonomous community) has its own eProcurement platform, and the landscape in local government is a combined usage of national, regional or local eProcurement platforms.

### FACe electronic invoicing

FACe is the information system that allows suppliers to submit invoices electronically to public administrations and track invoices through the portal while following their status in real time.
FACe has been used by the vast majority of public administration bodies in Spain.
In 2019, the Secretariat-General for Digital Administration, in collaboration with other administration bodies and the private sector within the CEF EUROFACE project, has developed the necessary technology to support European data in new formats, in addition to the Facturae format, which is already supported. As a result of this, the European invoice formats UBL 2.1 and CII (Cross Industry Invoice) are also supported.

## 6.6 ePayment

### Spanish Tax Agency Payment Platform

The Spanish Tax Agency Payment Platform enables users to do on line payments, as long as they have an account in one of the banks integrated in the platform. Online payment using credit cards is also allowed. This platform can be integrated in the electronic services of the State.

Another resource available to other public agencies is the Electronic Payment Service of Red.es.

### Payment Gateway

The common solution Payment Gateway (*Pasarela de Pago)*, available to all public administration bodies through the Centre of Technology Transfer (CTT), facilitates the use of the Spanish Tax Agency Payment Platform in any public procedure.

## 6.7 Knowledge Management

### Administrative Information System

The SIA (*Sistema de InformaciónAdministrativa*) acts as a repository of information on administrative procedures and electronic services for public administration bodies. The information is codified in a univocal way as specified in Art 9 of Royal Decree 4/2010 (National Interoperability Framework)

### DIR3

The Common Directory (DIR3) is conceived as a repository of information on the organisational structure of public administration and its customer offices. It is a catalogue of public administration administrative units and bodies, administrative

registry offices and citizen services offices. The information is codified in a univocal way as specified in Art 9 of Royal Decree 4/2010 (National Interoperability Framework).

### InSide and ARCHIVE

InSide and ARCHIVE produced a solution package to enable the management and archiving of electronic documents and files by Spanish public administration bodies according to the legal framework of documents and files and the specifications of the National Interoperability Framework (NIF) and its Interoperability Agreements.

InSide is a system for managing electronic documents and electronic files that meet requirements so that they can be stored and retrieved according to the NIF. This solution allows for the management of live documents and files, prior to their final archiving in an interoperable format and permanent way. InSide acts as a point to allow the exchange of electronic documents between any units of any administration body in Spain. The number of public bodies that use INSIDE increased from 1 371 to 1 703 during 2019.

ARCHIVE is a web application for archiving documents and electronic files. ARCHIVE provides the following functionalities:

- archive management;
- management of different centres of archive;
- management of metadata according to the specifications of the interoperability standards of the NIF;
- management of electronic files;
- transfer of electronic files between archives;
- resealing and massive conversion of electronic documents.

### Aragón Interoperable Information Scheme (EI2A)

The Aragón government developed an ontology defining the elements of information used in the administrative activity, the Aragón Interoperable Information Scheme (Esquema de Información Interoperable de Aragón). This scheme is used in the management of government interoperable information.

## 6.8 Cross-border platforms

### CEF Telecommunications Funded Projects

Under CEF Telecom Funding, Spain has started a number of projects regarding cross-border platforms:

- regarding Electronic Identification, Spain participates in the SEMPER project, whose aim is to provide solutions for cross-border powers of attorney and eMandates. In particular, the action will define the semantic definitions of mandate attributes and enhance the eIDAS Interoperability Framework for connecting national mandate management infrastructures;
- relating to eDelivery, Spain has started three different projects which are performing the necessary actions to set up, operate and maintain the Access Points that will connect three Spanish universities (*Universidad Carlos III, Universitat de Valencia y Universitat Politecnica de Valencia*) to the European eDelivery Network;
- a project with the aim of connecting Spain to the Electronic Exchange of Social Security Information, which allows the data exchange between the social security institutions of EU Member States and the EEA;
- the BRIS II–Spain project maintains and technically enhances interconnection between public organisations dealing with commercial registration within the EU in order to allow cross-border business information sharing. The project will result in a more efficient and effective interconnection between Spain and the EC BRIS Central Service Platform;

- in the sphere of employment of Generic Cross Border eHealth Services, Spain has also started a project to enable Spanish judiciary bodies to exchange documents with their counterparts in the EU by using the existing e-CODEX solution.

## DE4a – Digital Europe For All Project

The DE4A project is a project 100% funded by the Horizon 2020 program. It currently has 27 participants and will last three years.

The objective of the project is to provide a technical platform that allows the exchange of evidence between countries for cross-border compliance with Article 28.2 of Law 39/2015 (Once-Only principle). The platform will cover the fully online procedures of the Single Digital Gateway and those involved in the Services Directive, the Professional Qualifications Recognition Directive and the Public Procurement Directives.
For its construction, the project considers as a priority the reuse of the elements that already exist both at European and national level and the development of new ones, when necessary. For the development of the pilots, resources and services of the Data Intermediation Platform (PID) are used, in addition to the SARA / TESTA network, the Cl@ve platform, the eIDAS node and the Citizens' Folder.

The project will also investigate how emerging technologies such as blockchain and AI can transform and innovate these procedures.

# 6.9 Base registries

## Competent authorities

The competent authorities of each Spanish base registry provide the required infrastructure for their operation and access by other competent authorities. In this regard, for instance, the Ministry of Justice provides the infrastructure to operate and access the Civil Registry and the Ministry of Interior provides the infrastructure to operate and access the Vehicle Registry. In addition to these base registry infrastructures, the Secretariat-General for Digital Administration provides the infrastructure for the Data Intermediation Platform as the single point of access to the Spanish base registries.

# 7 | Cross-border Digital Public Administration Services

# 7 Cross-border Digital Public Administration Services for Citizens and Businesses

Further to the information on national digital public services provided in the previous chapters, this final chapter presents an overview of the basic cross-border public services provided to citizens and businesses in other European countries. Your Europe is taken as reference, as it is the EU one-stop shop which aims to simplify the life of both citizens and businesses by avoiding unnecessary inconvenience and red tape in regard to 'life and travel', as well as 'doing business' abroad. In order to do so, Your Europe offers information on basic rights under EU law, but also on how these rights are implemented in each individual country (where information has been provided by the national authorities). Free email or telephone contact with EU assistance services, to get more personalised or detailed help and advice is also available.

Please note that, in most cases, the EU rights described in Your Europe apply to all EU member countries plus Iceland, Liechtenstein and Norway, and sometimes to Switzerland. Information on Your Europe is provided by the relevant departments of the European Commission and complemented by content provided by the authorities of every country it covers. As the website consists of two sections - one for citizens and one for businesses, both managed by DG Internal Market, Industry, Entrepreneurship and SMEs (DG GROW) - below the main groups of services for each section are listed.

## 7.1 Life and Travel

For citizens, the following groups of services can be found on the website:
- Travel (e.g. Documents needed for travelling in Europe);
- Work and retirement (e.g. Unemployment and Benefits);
- Vehicles (e.g. Registration);
- Residence formalities (e.g. Elections abroad);
- Education and youth (e.g. Researchers);
- Health (e.g. Medical Treatment abroad);
- Family (e.g. Couples);
- Consumers (e.g. Shopping).

## 7.2 Doing Business

Regarding businesses, the groups of services on the website concern:
- Running a business (e.g. Developing a business);
- Taxation (e.g. Business tax);
- Selling in the EU (e.g. Public contracts);
- Human Resources (e.g. Employment contracts);
- Product requirements (e.g. Standards);
- Financing and Funding (e.g. Accounting);
- Dealing with Customers (e.g. Data protection).

## The Digital Public Administration Factsheets

The factsheets present an overview of the state and progress of Digital Public Administration and Interoperability within European countries.

The factsheets are published on the Joinup platform, which is a joint initiative by the Directorate General for Informatics (DG DIGIT) and the Directorate General for Communications Networks, Content & Technology (DG CONNECT). This factsheet received valuable contribution from Miguel Angel Amutio and Elena Muñoz Salinero (Ministry of Economic Affairs and Digital Transformation).

*The Digital Public Administration Factsheets are prepared for the European Commission by Wavestone*

## An action supported by ISA²

ISA² is a EUR 131 million programme of the European Commission which develops digital solutions that enable interoperable cross-border and cross-sector public services, for the benefit of public administrations, businesses and citizens across the EU.

ISA² supports a wide range of activities and solutions, among which is the National Interoperability Framework Observatory (NIFO) action.

ISA² solutions can be used free of charge and are open source when related to IT.

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