

INTERINSTITUTIONAL FRAMEWORK FOR DIGITAL OLP MANAGEMENT (2016.17)

Identification of the action

Service in charge	Publications Office of the European Union, Directorate A
Associated services	Parliament, Council, Commission

EXECUTIVE SUMMARY

This action concerns the rationalisation of the EU law-making process. The vision is to facilitate the process for law-making at European Union level through the harmonisation of the document exchange, at first between institutions. This will boost the efficiency of the regulatory process and unleash unprecedented speed. It will also reduce the administrative and financial burden, improve the quality of legislation and help to facilitate accessibility, reuse and preservation. This activity also has a direct effect on the Member States. For the purposes of transposition and notification of EU law it would be advantageous if Member States were to apply the same standard for documents that are exchanged during the law-making process as intended here for use at the level of the EU institutions.

The implementation of this proposal is a multiannual activity. The proposal consists of an interinstitutional framework for the management of document flows pertaining to the ordinary legislative procedure (OLP) and delegated acts (DAs).

For the year 2016 the action is built on the ISA AS-IS landscaping exercise¹ and it contributes to the continuation of that effort, i.e. the elaboration and the preparation of the implementation of the TO-BE scenario, to be agreed by the players involved, in particular EP, the Council and the Commission.

Subsequently, for the year 2017 the focus is on the necessary specifications and transformations/mappings to facilitate the exchange of documents. The application of commonly agreed standards will allow for automated validation and quality control.

If successful, this project will represent a major 'digital' contribution towards the 'better legislation' policy objective.

OBJECTIVES

The overall objective is a seamless, fully interoperable end-to-end document exchange for the production of multilingual EU laws across the EU Institutions. The focus is on the ordinary legislative procedure and delegated acts. The approach thus supports the legislative process as the EU institutions' core business across all fields of policy, activities and institutions.

¹ Objectives of the ISA AS-IS landscaping exercise: 1) Document the AS-IS landscape of IT applications, data standards and specifications involved in the exchanges of documents and information between EU institutions and between EU institutions and Member States in the context of OLP and delegated acts; 2) Identify bottlenecks in the exchanges of legislative information

The Member States will benefit from the re-use of the agreed standards and solutions when adapting their document exchanges with the EU Institutions.

SCOPE

With regard to the overall objective, and for the year 2017, the focus has to be on selected deliverables.

In scope:

Based on the results of ISA "AS-IS" exercise and in collaboration with the Interinstitutional Formats Committee (IFC), the activities for 2017 are of preparatory nature. They comprise the elaboration of specifications for the document exchange and related activities like the definition of a validation framework. This necessarily requires the respective consensus between the EU Institutions.

Out of scope:

- Proposals for improvements in the areas indicated as a deliverable of the ISA AS-IS landscaping
- Proposals for tools
- Development of an implementation plan.

ACTION PRIORITY

The vision of a seamless, fully interoperable end-to-end document exchange for the production of multilingual EU laws across the institutions, and even with the Member States, matches the current Commission's explicit commitment to improving the quality of EU policy- and law-making. This is contributing directly to a Better regulation in the context of President Juncker's "Democratic change" target. It is in the nature of the action that it will contribute to all the Commission's priorities as soon as legislative procedures come into play.

Consequently the impact will be across all fields of policies and activities of the EU Institutions. It will be the benefit of all players involved in legislative procedures, including delegated acts, at EU level.

The re-use of the results of the action by the Member States extends the intended geographical reach to all 28 Member States equally.

Contribution to the interoperability landscape

Question	Answer
<i>Does the proposal directly contribute to implementing the European Interoperability Strategy, the European Interoperability Framework, or other EU policies with interoperability requirements, or needed cross-border or cross-sector interoperability initiatives? If yes, please indicate the</i>	Yes: An improved document exchange between the EU institutions, and between EU institutions and Member States, is necessarily based on increased interoperability. As such, it meets the requirements of the European Interoperability Framework. In

<i>EU initiative / policy and the nature of contribution.</i>	addition, it directly contributes to the European Interoperability Strategy and has an immediate impact on the interaction, exchange and cooperation between European public administrations for their legislative activity (as a delivery of public service).
<i>Does the proposal fulfil an interoperability need for which no other alternative solution is available?</i>	Yes: The EU institutions agree that they would widely benefit from the application of agreed standards, and are thus contributing to the preparatory work done in the context of the Interinstitutional Formats Committee ² (IFC).

Cross-sector

Question	Answer
<i>Will the proposal, once completed be useful, from the interoperability point of view, and utilised in two (2) or more EU policy areas? If yes, which are those?</i>	By its nature, the action will impact, once completed, all EU policy areas and all EU Institutions..
<i>For proposals or their parts already in operational phase: have they been utilised in two (2) or more EU policy areas? Which are they?</i>	This proposal is not yet in an operational phase.

Cross-border

Question	Answer
<i>Will the proposal, once completed be useful, from the interoperability point of view, and used by public administrations of three (3) or more EU Members States?</i>	The proposal involves the EU Institutions, but its geographical reach aims at covering all Member States. Once completed the national public administrations will benefit when exchanging documents with the EU Institutions.
<i>For proposals or their parts already in operational phase: have they been utilised by public administrations of three (3) or more EU Members States?</i>	This proposal is not yet in an operational phase.

² s. Annex: Mandate for the Interinstitutional Formats Committee (IFC)

Urgency

The urgency of the action, measured by its potential impact, taking into account the lack of other funding sources

Question	Answer
<i>Is your action urgent? Is its implementation foreseen in an EU policy as priority, or in EU legislation?</i>	There is no explicit mentioning of the action in an EU policy or legislation, but the proposal addresses directly and exclusively interoperability. In addition an implicit urgency has to be assumed due to its impact on the majority of legislative activity in all policy fields.
<i>Does the ISA² scope and financial capacity better fit for the implementation of the proposal as opposed to other identified and currently available sources?</i>	Yes, because interoperability is at the very core of the action. In addition, the overall project is of multiannual nature and will produce re-usable results along the way.

Reusability of action outputs

Can the results of the proposal be re-used by a critical part of their target user base, as identified by the proposal maker? For proposals or their parts already in operational phase: have they been re-used by a critical part of their target user base?

Name of reusable solution	Common Exchange Model (CEM)
Description	Formal specification for the exchange of OLP and DA document types, based on the IFC Common Vocabulary's structural components
Reference	IFC_CEM
Target release date / Status	Ongoing
Critical part of target user base	n/a
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	This proposal is not yet in an operational phase.

Name of reusable solution	CEM business validation rules
Description	Definition in a human readable way of the business rules need for the CEM
Reference	IFC_CEM_BR

Target release date / Status	Ongoing
Critical part of target user base	n/a
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	This proposal is not yet in an operational phase.

Name of reusable solution	CEM technical validation rules
Description	Definition of validation mechanisms for the CEM business validation rules and also of technical validation rules beyond the business validation, e.g. checking of file naming conventions).
Reference	IFC_CEM_TR
Target release date / Status	Ongoing
Critical part of target user base	n/a
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	This proposal is not yet in an operational phase.
Name of reusable solution	Examples
Description	Demonstrate the application of the CEM by the elaboration of a representative set of examples.
Reference	IFC_CEM_EXA
Target release date / Status	Ongoing
Critical part of target user base	n/a
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	This proposal is not yet in an operational phase.

Level of reuse by the proposal

Question	Answer
Does the proposal intend to make use of any ISA ² , ISA or other relevant interoperability solution(s)? Which ones?	Yes, the proposal is built on the re-use of the Common Vocabulary defined by the IFC and supported by ISA. In addition, the action is

	based on the results of the ISA "AS-IS" landscaping exercise.
For proposals or their parts already in operational phase: has the action reused existing interoperability solutions? If yes, which ones?	This proposal is not yet in an operational phase.
For proposals or their parts already in operational phase: has the action reused existing interoperability solutions? If yes, which ones?	n/a

Interlinked

Question	Answer
Does the proposal directly contribute to at least one of the Union's high political priorities such as the DSM? If yes, which ones? What is the level of contribution?	Yes, the proposal directly contributes to the high political priority of "Democratic change", and more specifically fosters better regulation (https://ec.europa.eu/priorities/democratic-change_en): it aims at improving the Ordinary Legislative Procedure by facilitating the EU Institutions' document exchange, and provides a basis for making the processes more transparent.

PROBLEM STATEMENT

The institutions' current implementations for the management of the production of EU law are not always aligned and hence not interoperable per se.

The institutions generally agree that they would widely benefit from applying agreed standards, automated validation and quality control to become quicker, far less error prone and cheaper. However, there is no consensus yet on how to achieve this.

As a first step, an ISA landscaping exercise describes in detail the AS-IS of this interinstitutional set-up, which will be followed by a TO-BE landscaping exercise in 2016. The latter covers the necessary implementations from a system as well as from a process perspective for every institution.

EXPECTED BENEFICIARIES AND ANTICIPATED BENEFITS

Beneficiaries	Anticipated benefits
European institutions	<ul style="list-style-type: none"> • Legislative procedures become quicker by substantially decreasing manual interventions on the level of the technical processing (e.g. document validation) • Legislative procedures become less error prone through facilitated automatic validation and quality control • Legislative procedures become cheaper: the smoother document exchange will save time and resources if it comes to legislative drafting itself. • Considerable savings could be made on the costs for document conversions.
EU Member States	<ul style="list-style-type: none"> • Facilitated contributing to legislative procedures at EU level (automated validation and quality control; less error prone exchanges with the EU Institutions)
Legal information industry	<ul style="list-style-type: none"> • Facilitated re-use and dissemination (multiplier ; added-value services) of EU legislative information

ORGANISATIONAL APPROACH

Expected stakeholders and their representatives

Stakeholders	Representatives
Project lead	Publications Office
Parliament	Secretary-General
Council	Secretary-General
Commission	Secretary-General, DG Informatics
Member States	Technical experts on interoperability in the public sector
Legal information industry	For example companies providing added-value information services in the context of EU law

Identified user groups

Expert teams in the EU Institutions and in all Member States participating in the legislative procedures at EU level and any third party re-using documents pertaining to EU legislative procedures, including delegated acts.

Communication plan

As the Publications Office is an interinstitutional body, there are strong and long-established organisation and communication structures which ensure the flow of information between the Publications Office and the Parliament, Council and Commission.

With the governance structure including the secretaries-general of the institutions as part of the Steering Committee and the directors responsible for IT developments as members of the Technical Steering Committee, this project management structure ensures that the pertinent information is communicated in a precise, concise and timely manner to the relevant representatives of the stakeholders. This will be done through the standard management reporting procedures, complemented by ad hoc presentations in the relevant meetings or working groups.

Upon the successful completion of the main technical components, a knowledge-transfer process will be offered for technical experts from Member States and international organisations.

The public at large will be informed in a non-technical manner to explain the relevance of improving the legislative process.

Governance approach

Coordinated by the Publications Office the action will be implemented in close collaboration with and the support of the Parliament, the Council, the Commission and other Institutions that are represented in the Interinstitutional Formats Committee (IFC).

The IFC, gathering representatives from all EU Institutions as stakeholders of the action, will supervise the execution in the IFC's subgroup *Formats Guidelines*. This guarantees also a proper co-ordination with the IFC subgroup *Common Vocabulary* and the Interinstitutional Metadata Maintenance Committee (which is observer to the IFC plenary meetings).

In addition, supervision by the Steering Committee of the TO-BE landscaping exercise has to be ensured.

As an interinstitutional body the Publications Office has the necessary infrastructure in place to manage a complex, multilateral project involving itself and the aforementioned institutions. The project will be included in the annual work programme and will therefore be subject to the standard interinstitutional management and reporting requirements of the Publications Office.

TECHNICAL APPROACH AND CURRENT STATUS

Work packages

- Specifications
- Validation rules
- Documentation,
- Examples

All work packages are based on the working plan elaborated by the IFC *Format Guidelines* subgroup (see Annex: IFC subgroup format guidelines – work plan (draft version)).

COSTS AND MILESTONES

Breakdown of anticipated costs and related milestones

Phase: Initiation Planning Execution Closing/Final evaluation	Description of milestones reached or to be reached	Anticipated Allocations (KEUR)	Budget line ISA/ others (specify)	Start date (QX/YYYY)	End date (QX/YYYY)
Inception, execution, operational	Project management and execution	20	ISA	Q3 2016	Q4 2016
Inception, execution, operational	Project management and execution	78	ISA	Q1 2017	Q4 2017
	Total	98			

Breakdown of ISA funding per budget year

Budget Year	Phase	Anticipated allocations (in KEUR)	Executed budget (in KEUR)
2016	Execution	20	
2017	Execution	78	
2018			
2019			
2020			