

INCEPTION IMPACT ASSESSMENT			
TITLE OF THE INITIATIVE	European Interoperability Strategy (EIS) and European Interoperability Framework (EIF) revision		
LEAD DG – RESPONSIBLE UNIT – AP NUMBER	DG DIGIT.B.6 – 2016/DIGIT/001	DATE OF ROADMAP	10 March 2016
LIKELY TYPE OF INITIATIVE	--		
INDICATIVE PLANNING	http://ec.europa.eu/atwork/pdf/planned_commission_initiatives_2016.pdf		
ADDITIONAL INFORMATION	--		
<p style="text-align: center;">This Inception Impact Assessment is provided for information purposes only and can be subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</p>			

A. Context, Subsidiarity Check and Objectives

Context
<p>In December 2010, the European Commission adopted the Communication “Towards interoperability for European public services”¹ to promote interoperability and establish a common approach among public administrations, to help citizens and businesses to fully benefit from the EU Single Market. The Communication included two annexes: the European Interoperability Strategy² (EIS) and the European Interoperability Framework³ (EIF). Its adoption contributed to the Digital Agenda for Europe, calling for such a strategy and framework. On the one hand the EIF is meant to be a generic framework addressing recommendations about the provisioning of seamless digital public services by European public administrations thus guiding the Member States in the design and update of their National Interoperability Frameworks. On the other hand, the EIS is a systematic approach to govern interoperability at EU level through setting out specific goals and the organisational and financial framework to achieve them by implementing a concrete action plan. In this context the practical implementation of the EIF recommendations will also be served by the EIS actions.</p> <p>The European Public Administrations (ISA) programme⁴ (2010-2015) was the main implementation instrument of the EIS and the EIF. The programme supports the cooperation between European public administrations, via a portfolio of actions enabling the delivery of cross-border and cross-sector electronic public services. The ISA² (pronounced ISA square) programme⁵ is a continuation of ISA with the necessary adaptations to reflect the new political challenges of the Union (Digital Single Market, Public Sector Modernisation, etc.), the changes proposed by the Member States and the needs deriving from other Union initiatives and expressed by the relevant European Commission services. The ISA² will be a vital instrument for the implementation of the EIS and EIF as per Article 8 of the legal decision.</p> <p>Large Scale Pilots⁶ (LSPs) aiming to establish a common ground for the development of cross border solutions in the areas of e-Health, e-Identification, e-Justice, e-Procurements, etc. have based their interoperability specifications on the EIF and have been by nature implementing the EIS through their inclusion in the ISA rolling work programmes, as mentioned in</p>

¹ [COM \(2010\) 744 final, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions Towards interoperability for European public services, Brussels, 16.12.2010](#)

² [COM\(2010\) 744 final: Annex 1 to the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions Towards interoperability for European public services, Brussels, 16.12.2010](#)

³ [COM\(2010\) 744 final: Annex 2 to the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions Towards interoperability for European public services, Brussels, 16.12.2010](#)

⁴ [Decision No 922/2009/EC of the European Parliament and of the Council of September 2009 on interoperability solutions for European public administrations \(ISA\)](#)

⁵ [Decision \(EU\) 2015/2240 of the European Parliament and of the Council – Establishing a programme on interoperability solutions and common frameworks for European public administrations, business and citizens \(ISA² programme\) as a means for modernising the public sector, Brussels, 25.11.2015](#)

⁶ <https://ec.europa.eu/digital-agenda/en/large-scale-pilot-projects>

the current Communication.

The Connecting Europe Facility⁷ (CEF) in Telecom⁸ is a key EU instrument to facilitate cross-border interaction between public administrations, businesses and citizens, by deploying digital service infrastructures (DSIs). Supported projects will contribute to the creation of a European ecosystem of interoperable and interconnected digital services that sustain the Digital Single Market. When putting in place and operationally supporting new solutions, the CEF capitalises on existing solutions implemented by the ISA, some of them being part of the EIS, namely e-Identification, e-procurements, open data, automated linguistic translation, etc.

The Commission adopted on 06/05/2015 a Communication on a Digital Single Market (DSM) strategy⁹ that aims to create a digital space in which goods, people, services and capital will all be allowed to move freely via digital means. Interoperability has a role to play within the DSM strategy. It is a driver, along with standardisation, to lift e-barriers that today exist at national and European cross-border/cross-sector levels. It is an underlying principle to unlock the full potential of the DSM and as such is tackled under its 3rd pillar, "Maximising the growth potential of our European Economy". **In the above Communication (and its implementation Roadmap) it is clearly mentioned that "The Commission will revise and extend the European Interoperability Framework" (section 4.2, page 16).**

The importance of interoperability has been stressed as well in other sources, such as the 2013 annual growth survey¹⁰, the October 2013 European Council conclusions¹¹, the 2014 report on the "State of play of interoperability in Europe"¹², the final evaluation of the eGovernment action plan 2011-2015¹³ and in various policy areas¹⁴.

Ex-post analysis/evaluation of interoperability has been done through studies conducted by the European Commission, more particularly the review of the EIS implementation, the transposition of the EIF at national level as monitored by the National Interoperability Framework Observatory (NIFO)¹⁵, the interim evaluation of the ISA programme¹⁶ performed in 2012 and the ex-ante evaluation of the ISA² programme. The proposed initiative will consider the results of these studies and the lessons learned from the use of the EIF as the core of domain specific frameworks such as the e-Health Interoperability Framework¹⁷ (eEIF) and lately the Refined eHealth Interoperability Framework (ReEIF) to update and further extend the EIF in line with the needs of the Member States and related stakeholders.

Issue

Interoperability is very important for the delivery of digital public services in Europe. The public sector plays a key role in the economy as regulator, service provider and employer. It accounts for over 25% of total employment and a significant proportion of economic activity in the EU Member States as public procurement amounts to some 20% of the EU's GDP. The public sector has to put in place digital services for citizens and businesses to live, work and trade in Europe. Interoperability ensures that these services are seamless and data is exchanged without restrictions in a secure way.

The EIS and EIF have been instrumental in guiding Member States to create National Interoperability Frameworks and helped the design and delivery of trans-European common services (sTesta, e-prior, machine translation, CIRCABC,

⁷ [REGULATION \(EU\) No 1316/2013 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 11 December 2013 establishing the Connecting Europe Facility, amending Regulation \(EU\) No 913/2010 and repealing Regulations \(EC\) No 680/2007 and \(EC\) No 67/2010](#)

⁸ [Regulation\(EU\) No 283/2014 of the European Parliament and of the Council of 11 March 2014 on guidelines for trans-European networks in the area of telecommunications infrastructure and repealing Decision No 1336/97/EC](#)

⁹ [COM\(2015\) 192 final, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions A Digital Single Market Strategy for Europe](#)

¹⁰ In its 2013 annual growth survey ([COM \(2012\) 750 final, Communication from the Commission Annual Growth Survey 2013, Brussels, 28.11.2012](#)), the European Commission considered the cross-border interoperability of online services and the digitisation of European public administrations to be important contributors to growth and increased efficiency.

¹¹ In its conclusions ([European Council conclusions of 24th and 25th October 2013, on the modernisation of EU public administrations, Brussels, 25.10.2013](#)) of 24 and 25 October 2013, the European Council stated that the modernisation of public administrations should continue, with the swift implementation of services, such as e-government, e-health, e-invoicing and e-procurement that rely on interoperability.

¹² <http://ec.europa.eu/isa/documents/publications/2014-report-on-state-of-play-of-interoperability.pdf>

¹³ The final evaluation recognises the positive effect of interoperability for the delivery of cross-border digital public services and calls for efforts to continue in this direction.

¹⁴ In numerous policy areas such as Internal Market, Environment, Home Affairs, Transport, Customs, Taxation and Excise duties, Health, Animal Health and Food safety, Public Sector Information, Electronic identity, Public procurement or Maritime, interoperability has been reported as a necessary element for the efficient and effective implementation of the pertinent legislation.

¹⁵ http://ec.europa.eu/isa/actions/04-accompanying-measures/4-2-3action_en.htm

¹⁶ http://ec.europa.eu/isa/documents/interim_evaluation_of_the_isa_programme.pdf

¹⁷ <https://ec.europa.eu/digital-agenda/en/news/ehealth-interoperability-framework-study-0>

Internal Market Information system, European Citizens' Initiative, Your Europe portal, Joinup portal, etc.).

Despite the observed progress in implementing interoperability at technical level (interconnections and simple data exchange), interoperability at higher layers, notably related to information exchange (semantic meaning of data), organisational and legal is still to be explored. More importantly, when it comes to cross-sectorial services, interoperability has not reached its full potential; public services of multi-sectorial dimension e.g. those associated with life events (births, marriages, deaths, ...) or business events (starting, running, closing a business, ...) still have to be further developed as for their interoperability perspective. This means that end-to-end digital services based on semantically-harmonised data and transparency of administrative processes are not yet fully deployed. This has an impact on how the Union's citizens and businesses are served by the public sector and exercise their freedom of movement and making businesses within the EU.

Today the EIS and EIF, instruments supporting interoperability, should be revised. This is due to the following reasons:

- Alignment with policy development: Policies having a strong linkage with interoperability have been either recently launched i.e. the Digital Single Market strategy or revised, e.g. the Directive on the re-use of Public Sector Information (PSI)¹⁸. Others referred to in the current EIS and EIF, have over time gained implementation maturity and produced new requirements on interoperability;
- Alignment with emerging technological trends: Interoperability is a concept that depends on elements which evolve rapidly over time such as ICT technologies (Service Oriented Architecture, cloud computing and services), information management (big data, open data and their semantics, advanced information modelling, etc.), security, new organisational and governance structures, etc.;
- More focus on EIF implementation is needed: The EIF has been to a large extent (72%) aligned with NIFs in the Member States. However the application of the latter at national level still lags behind (28%) with largely different degrees of implementation among the Member States. Major difficulties concern governance, coordination and enforcement, financial restrictions leading to focusing on maintenance of legacy systems and lack of skills.

Due to the horizontal nature of interoperability, the size of the above identified issues varies from local and regional level to national and cross-border/cross-sector. The focus of the initiative is on public administrations but also on those interacting with them, namely citizens and businesses. The "State of Play of Interoperability in Europe" Report 2014 revealed that the actual implementation of NIFs is still low (28%). It means that there is a lot to do in order to increase the practical implementation of interoperability at national level thus setting the foundation for an interoperable landscape across Europe.

Main drivers:

- Political:
 - There is still an incomplete Digital Single Market;
 - New EU policies are developed and existing ones revised;
 - Modernisation of Public administrations as a driver for growth;
 - Although the need of turning public sector into "digital" (with the extensive use of ICT to organise services, administrative workflows, disseminate information, etc.) is universally recognised, it is not always evident that this is well considered as a requirement when making EU or national legislation.
- Legal:
 - Incoherent multiple laws for the same subject, i.e. base registries at national level;
 - Law that restricts digitalisation of services and interoperability;
 - Non-harmonised references from the legal text to ICT requirements for solutions that will support/implement the concerned legislation;
 - Security, data protection and related issues that apply in different forms across the EU Member States;
- Economic:
 - Budget cuts in public administrations, especially due to the financial crisis.
- Technological:
 - Slow take-up by public administrations of emerging technologies such as Service Oriented Architecture (SOA), cloud computing, open and big data, mobile platforms that could be potential contributors to

¹⁸ [2003/98/EC](#), revised by Directive [2013/37/EU](#)

interoperability.

- **Social:**
 - Citizens' increasing preference to use digital public services when interacting with public administrations¹⁹.

The direct beneficiaries of this initiative are **Member States' national, regional and local public administrations and EU bodies, including European Commission services**, that will gain in efficiency and effectiveness when establishing European public services and will be more aware of the risk of creating new electronic barriers if they opt for public services solutions that are not interoperable at EU level. **Citizens and businesses** will benefit from better European public services in their daily life when they want to extend their work or leisure activities beyond the borders of their home countries.

Without a comprehensive approach to interoperability, there is a risk that Member States might opt for different solutions that, rather than boosting efficiency and savings will only build new barriers and fragmentation to the delivery of European public services in the EU internal market. These barriers would also prevent citizens and businesses from interacting electronically with national administrations other than their own with the same ease as native citizens and businesses and could impede the creation of the Digital Single Market.

The fact that 25 MS have already a National Interoperability Framework (or a similar approach) and they are in the process of aligning it with the EIF (for those having a NIF, the overall alignment rate is 72% as pointed out in the NIFO State of play report from 2014) demonstrates their willingness to have a common framework on interoperability across Europe and proves that the EIF is a powerful instrument to serve this purpose.

In case no policy action is taken, the DSM and other effected EU policies/strategies new or revised ones, having updated interoperability requirements will not be properly supported. Emerging and rapidly evolving digital technologies and specifications, modern trends on organisational structures and the need of developing coherent and better legislation can be efficiently put in place only if interoperability is ensured. The proposed updated "interoperability package" of EIS and EIF will be better aligned with the latest needs at national and EU levels and will propose a consolidated strategy, framework and tools (such as the EIRA and EIC) to better tackle the identified problems.

Subsidiarity check

The initiative contributes to the implementation of Articles 170 and 171 of the Treaty of the Functioning of the European Union (TFEU) calling for the establishment of trans-European networks that will exploit the full benefit of a European Internal Market as per Article 26 of the TFEU. A key underlying driver for the successful establishment of such networks is interoperability.

The objectives of the initiative cannot be effectively and efficiently achieved by the Members States acting independently. The initiative is relevant from the EU perspective due to the scale of the problem, the number and diversity of stakeholders (public administrators, business and citizens) and the fact that the effect of interoperability crosses the EU borders and concerns all policy sectors.

In order to ensure a comprehensive approach as well as a common vision, common models and a common terminology, a horizontal action at EU level, across sectors, is justified for the following reasons:

- Member States acting independently could not achieve the necessary interoperability for cross-border or cross-sector electronic public services and establish common and shared solutions in support of the interaction between European public administrations. In other words, the coordination function at European level would be difficult and costly to set up by the Member States themselves.
- Synergies when implementing Union policies and legislation relying on interoperability could hardly, if ever, be achieved, without Union intervention. This also applies for the timely identification of ICT implications and possible synergies of such legislation.

In this respect the initiative complies with the principle of subsidiarity.

¹⁹ According to Eurostat, in 2015, by average 46% of the European citizens have used the internet to interact with public authorities

Main policy objectives

The **general objective** is to ensure that a **coherent vision on interoperability exists in the EU** in relation to interactions between the European public administrations and between them and citizens and businesses, through establishing a **European Interoperability Framework (EIF)** and supporting its implementation by a **European Interoperability Strategy (EIS)**. The proposed vision is coherent with the Commission's DSM strategy goals of boosting competitiveness and growth through interoperability and standardisation and of supporting an inclusive e-society in which citizens and businesses can benefit from interlinked and multilingual digital public services taking into account new technological evolutions such as cloud and open data. The EIS will be catalytic for the implementation of the recommendations put forward by the EIF. In parallel the EIS will serve as guidance for national interoperability strategies, as it will be the EIF for national interoperability frameworks.

Specific objectives include:

- To update and extend the European Interoperability Framework (EIF) proposed by the Communication "Towards interoperability for European public services", COM (2010)744, Annex 2;
- To update and renew the European Interoperability Strategy (EIS) proposed by the Communication "Towards interoperability for European public services", COM (2010)744, Annex 1;
- Ensure that tools essential for the implementation of the EIS and EIF such as the European Interoperability Reference Architecture (EIRA) and the European Interoperability Cartography (EIC) are considered in the context of the above review.

The revision will take into account last years' developments in policy areas demanding with regard to interoperability such as the DSM, as well as technological evolution and lessons learned from past programmes targeting interoperability like the ISA.

The interoperability recommendations of the EIF will be revised, refocused and enriched with new ones, the proposed public sector services and interoperability models will be rethought and the EIF will contain references to concrete solutions supporting its implementation.

In parallel the EIS will be defined to ensure consistence between the interoperability related activities in the EU, including an action plan to ensure that the EIF will effectively apply at national and European levels. The EIS will pay particular attention to focus areas such as governance and coordination of initiatives related to digital public services, the role of interoperability in the legislative process and will support actions implementing EIF recommendations, e.g. related to security and data protection of digital services, interconnection of Base registries, Catalogue of services, open data, architecture and cartography of interoperability solutions, etc.

B. Option Mapping

Three options are considered for this initiative:

- Option 1: "Change nothing";
- Option 2: "Give guidance on interoperability" in the form of a Commission Communication or Recommendation;
- Option 3: "Give guidance on interoperability and enforce" in the form of a legally binding legislation.

Baseline scenario – no EU policy change

Option 1: "Baseline scenario – change nothing". The current Communication "Towards interoperability for European public services" (COM (2010)744) will remain valid without any revision. It means that the Communication will not be updated with the latest evolution in the area of interoperability and will not be extended with tools such as the EIRA and the EIC, which are needed to put interoperability in practice. Lessons learnt and interoperability needs expressed by the Member States will not be implemented. New or revised EU policies will not be sufficiently supported as far as their interoperability needs are concerned. Also, recent years' digital evolution in domains such as cloud computing, big and open data and their semantics will not find a proper place in a coherent strategic vision on interoperability at EU level.

Options of improving implementation and enforcement of existing legislation or doing less/simplifying existing legislation

Option 2:

"Give guidance on interoperability". It means to update and extend the current Communication "Towards interoperability for European public services" (COM (2010)744). This can be done through "soft" legislative approaches such as:

- (a) A simple review of the existing Communication to update with recent developments in the area of interoperability; or
- (b) A Commission Recommendation, especially in the case of instruments such as the EIF that has received already wide acceptance from the Member States.

Option 3:

"Give guidance on interoperability and enforce". It means to update and extend the current Communication "Towards interoperability for European public services" (COM (2010)744) through a mixture of "soft" legislative approaches such as *Communication and/or Recommendation* as per option 2, and "hard" (legally binding) legislation such as a *Directive* or a *Regulation*.

Additional "leveraging instruments" such as the European Structural and Investment Funds (ESIF) could be used to ensure a widespread application of the legally binding legislation, by requesting that NIFs compliant with the EIF are referred to in the national programs.

A combination of options could also be considered, notably implement first option 2(a) followed by option 3.

Alternative policy approaches

No alternative approach can be identified to achieve the desired affect at pan-European scale. The minimum possible is to retain or to update/reinforce the current communication.

Alternative policy instruments

No regulatory alternatives or international standards on interoperability exist to serve the expressed objectives at EU level.

Alternative/differentiated scope

The proposed course of action concerns EU public administrations. Businesses (and citizens) are indirect stakeholders/beneficiaries of the positive effects the proposed action will have to the modernisation of the public sector.

Options that take account of new technological developments

The proposed initiative has a strong ICT dimension. The EIS and EIF should be seen as instruments that not only will identify high-level interoperability guidelines but will also link them with implementing actions of high ICT impact.

Preliminary proportionality check

The initiative will propose a high level strategy at EU level and an interoperability framework updating the one that is already under the 2010 Commission Communication widely aligned with the national frameworks.

Proportionality will be ensured through different levels of enforcement. Possible financial or administrative costs for the Member States are expected to be compensated by the produced positive interoperability effects. The Commission will ensure that support, related to implementation and monitoring, will be provided to the Member States via instruments such as the ESIF, ISA², etc.

The above means that whatever the preferred option is, the proportionality principle will be respected.

C. Data Collection and Better Regulation Instruments

Data collection

The Impact Assessment will benefit from activities that are/will be done in the context of relevant actions under the ISA and ISA² programmes, those actions being:

1. ISA programme final evaluation: Given that the ISA programme has been supporting for the last 5 years more than 40 actions on interoperability across borders and sectors, feedback on its performance will be valuable for the Impact Assessment. The final evaluation report is foreseen for March 2016;
2. EIS and EIF evaluation. The EIF evaluation is done through a recurrent specific ISA action, the NIFO, dedicated to monitor the NIFs' alignment with the EIF and the level of their implementation, including reporting on the overall interoperability status in Europe²⁰. According to the EIS legal text, the strategy has to be converted "[...] into a set

²⁰ <http://ec.europa.eu/isa/documents/publications/2014-report-on-state-of-play-of-interoperability.pdf> (2014 report)

of concrete projects and results. The projects will mostly constitute the ISA work programme” which means that the EIS evaluation is served by the ISA programme’s final evaluation;

3. **EIS revision:** A study was launched in March 2015 on the revision of the EIS and will continue until the end of the Impact Assessment process. It concerns desk-research on existing relevant studies, academic literature review and feedback from Member States eGovernment representatives, European Commission officials, standardisation organisations, international organisations and business associations;
4. **EIF revision and extension:** A study was launched in June 2015 to prepare the update/extension of the EIF and will continue until the end of the Impact Assessment process. It concerns desk-research on existing relevant studies, academic literature review and feedback from Member States eGovernment representatives, European Commission officials, standardisation organisations, international organisations and business associations;
5. **Other ISA actions:** Work done so far in areas such as EIS governance (including an EIS implementation review in 2012 and evaluations of interoperability governance in various Member States in 2014), data semantics, base registries, catalogue of services, ICT implications of EU legislations and measuring mechanism for cost and benefit of interoperability, relate very much to the core of the proposed initiative and have delivered results that will be considered accordingly.

Apart from the result of the above actions, existing data to be considered include: EIS implementation review 2012 Final Report; EIS Governance Support Final Report, 2013; Interim Evaluation of the ISA programme, Final Report, October 2012; Final evaluation of the eGovernment action plan 2011-2015; Report on the state-of-play of Interoperability in Europe, April 2014; Study on the main actions, plans and funding priorities of Member States towards the modernisation of Public Administrations, December 2014; ‘Unlocking the ICT growth potential in Europe: Enabling people and businesses’, by The Conference Board for the European Commission, January 2014, Report published by the EP; Mapping the cost of Non-Europe, 2014-2019, published by the European Parliament Research Service, March 2014 and updated in July 2014; The economic impact of digital structural reforms (Economic Papers 529, September 2014), by DG ECFIN; A number of scoreboards including the Digital Agenda Scoreboard or the Consumer Conditions Scoreboard; Studies on an economic assessment of the main barriers for businesses and consumers to the digital single market have been launched by a number of Commission services; Multiple studies on specific issues such as: “Reaping the benefits of electronic invoicing for Europe”, December 2010, COM(2010) 712; Any additional studies from the ISA programme that would be relevant to the initiative (e.g. EIA, EIS Governance, SEMIC, Sharing & Reuse); Deliverables from the European Cloud Computing Strategy 2012, e.g. Code of Conduct for Cloud Service Providers and Cloud Computing Security Meta-framework (CCSM), Cloud Standards Coordination (phase 1), Final Report, November 2013 and Cloud Standards Coordination (phase 2), Special report on Interoperability and Security in Cloud Computing; Releases of EIRA at Joinup; Ubiquitous Developments of the Digital Single Market²¹, Study for the EP; Building Blocks of the Ubiquitous Digital Single Market²², Study for the EP IMCO Committee.

Consultation approach

The stakeholders' consultation strategy includes:

- Consultation of the following stakeholders: ISA committee representatives: the ISA programme is managed by an ISA Committee (in accordance with the Comitology rules) that comprises formally appointed representatives from all Member States; The Chief Information Officers (CIOs) network: it is an informal network of top national officials that meets regularly to elaborate upon issues of common interest for the EU public administrations. As of the Latvian Presidency it has been put under the auspices of the Presidency; Government expert group; CEF committee and expert group; eIDAS expert group; Specific MSs committees/working groups (e.g. the PSI group for issues related to public open data, Multi Stakeholder Platform on ICT standardisation); the e-SENS large scale pilot stakeholders; European Commission officials involved in policies of special interoperability interest; EU institutions and bodies;
- Public consultation of the following stakeholders: National, regional and local public administrations' representatives; Business Associations; Standardisation Organisations; International Organisations (OECD, UN, ...); Academia; Citizens; eGovernment representatives of non-EU working on similar interoperability initiatives.

²¹ [http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/507481/IPOL-IMCO_ET\(2013\)507481_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/507481/IPOL-IMCO_ET(2013)507481_EN.pdf)

²² [http://www.europarl.europa.eu/RegData/etudes/STUD/2015/518772/IPOL_STU\(2015\)518772_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2015/518772/IPOL_STU(2015)518772_EN.pdf)

The public consultation will be internet-based and will be announced by DG DIGIT on http://ec.europa.eu/yourvoice/consultations/index_en.htm in the first half of 2016 with a view to collect feedback from the perspective of the (directly and indirectly) impacted stakeholders on the following main questions:

- What are the interoperability needs and problems at national and EU level?
- What are the problems you have faced when implanting the EIF and the EIS?
- Which should be the priority focus areas of the EIS?
- What will be the impact from the proposed revision of the EIF and the EIS?

The above list of stakeholders is a merged one for both EIS and EIF. However it is expected that there will be different groups established for the EIS and EIF revision, with certain overlap between them.

- Tools: Desk research; Individual interviews; Workshops; Public consultations; Targeted on-line surveys.
- Schedule: From September 2015 to Apr 2016

Will an Implementation plan be established?

Yes No

An Implementation plan will be needed if and when the preferred option has the form of a "hard" legislation.

D. Information on the Impact Assessment Process

The IA work started in November 2015 and should be concluded by June 2016.

An Inter Service Group was established in November 2015 and comprises the following DGs: SG, DG DIGIT, DG CONNECT, DG GROW, DG EMPL, DG ENV, DG TAXUD, DG JUST, DG SANTE, DG RTD, JRC and OPOCE

E. Preliminary Assessment of Expected Impacts

Option 1 (baseline):

The requests of/feedback from the Member States (representatives in the ISA programme) about the need to update the current Communication will not be met. There will be no link with the objectives and roadmap set out in the DSM policy as well as in other policies having an interest in interoperability, e.g. Services, PSI and INSPIRE Directives. Tools facilitating the implementation of the interoperability strategy and framework such as the EIRA and EIC will not receive proper attention and their use by the Member States may be limited. The current EIS and EIF will become outdated in view of the evolutions in the political, legal and technical context.

No additional benefits are to be expected and the current benefits will be depreciated and lost over time.

Option 2:

The Communication will enable and promote an updated common vision, frameworks and concrete guidelines at EU level for the implementation of interoperable digital public services. Consequently, it will contribute to "Maximising the growth potential of our European Digital Economy", one of the DSM pillars.

This option would take into account the concerns of Member States around the implementability, in the short term, of a stronger legislation throughout all levels and sectors of national administrations. A Communication would facilitate bringing together Member states around a more extensive set of interoperability recommendations (than in case of option 3) and would gradually enable more ambitious targets.

In the case of a Communication, the deadline of 2016 proposed by the DSM will be met.

In the case of a Recommendation, the administrative process will be heavier and lengthier.

Option 3:

Further to the above mentioned benefit, the mandatory application of the well accepted parts of the EIF would bring all Member States around a common understanding on interoperability and would constitute a leveraging instrument for the full application of the same principles across all national administrative entities.

The administrative process will be heavier and lengthier.
Likely economic impacts
<p>Interoperability is an enabler for the implementation of end-to-end digital services which produce severe economic impacts, including:</p> <ul style="list-style-type: none"> • Time saving for citizens' and businesses' waiting to be served by the public sector if interoperability is widely applied. Less time in queues or in dealing with a complex administrative process (e.g. pay tax, fill out forms, be it electronic or not) means more time for productive activity and positive impact to the GDP. <u>Example:</u> In a study²³ measuring the impact of lost hours on GDP when coping with public services, it is estimated that e.g. if by average citizens/businesses have to engage themselves in 20 transactions of 30 minutes each the negative impact on country's GDP would be 0.50%, for 30 transactions of 60 minutes each the impact could go up to 1.50%, etc. • Financial gains due to automation and shortening of the public sector business processes that free up resources and reduce administrative burden. <u>Example:</u> The Commission has estimated²⁴ that switching to e-invoicing in public procurements across Europe could generate savings of €2.3 billion per year. This is due to the fact that replacing a paper-based invoice circuit with an electronic one can bring the cost down from 30-50 euro to 1 euro per invoice. Necessary condition for this to occur is an interoperable end-to-end interconnection between the different e-invoicing systems. • New business opportunities through e.g. un-tapping of resources such as public open data. The economic benefit from opening up this resource could amount to €40 billion per year as mentioned in the Communication on open data²⁵.
Likely social impacts
<p>Social impacts include:</p> <ul style="list-style-type: none"> • Citizens and businesses can easier exercise their right to freely move, live and work in the EU without e-barriers that may arise if Member States implement digital public services incompatible to each other; • Transparency to decision-making at political level and better downstream communication, i.e. through processing of big data across-sectors with the help of semantic interoperability specifications, that raises businesses and citizen's trust to the public sector; • Businesses and citizens satisfaction resulting from high quality digital services; • Social inclusion due to easy (remote) access to online public services; • More effective services in various domains (e-health, e-justice, e-procurement, e-ID, e-signature, etc.) due to interconnection among them and due to their linkage with the public sector base registries.
Likely environmental impacts
<p>Environmental impacts include:</p> <ul style="list-style-type: none"> • Less paper and less physical transportation of data due to digitisation of public services; • Reduction of redundant infrastructures due to interoperability e.g. in the case of base registries, their multiple copies will be abolished/reduced if they are interconnected, which overall reduces the carbon footprint.
Likely impacts on simplification and/or administrative burden
<p>The purpose of this initiative is also to decrease administrative burden, not only to businesses and citizens but also to public administrations. Therefore, if proposed options 2 and 3 are expected to produce some administrative impact related to the transposition and implementation of the Communication or the legally binding legislation, the initial efforts will be compensated in the medium and long term by more efficient public administration, more transparent administrative processes and better collaboration between administrative entities.</p>

²³ [The Economic Impact of Interoperability, Microsoft, 09.04.2012](#)

²⁴ http://europa.eu/rapid/press-release_IP-13-608_en.htm

²⁵ [COM\(2011\) 882 final, Communication from the Commission to the European parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on "Open data – An engine for innovation, growth and transparent governance", Brussels, 12.12.2011](#)

Likely impacts on SMEs
Impacts on SMEs relate to better interaction with the public services over ICT means which entail cost and time savings. Digitisation of the public sector could also increase business opportunities: SMEs could deliver services to the public sector in scope of its modernisation or could simply benefit from the opening of public open data as source of information upon which new commercial services could be built.
Likely impacts on competitiveness and innovation
Interoperability is a booster of competitiveness and innovation in the sense that it promotes principles such as openness, cooperation, reusability, sharing and standardisation. All these are structural elements to better organise the innovation process and increase competitiveness.
Likely impacts on public administrations
Public administrations will have to make some effort in the implementation/transposition of the proposed interoperability provisions into their national law. A big step has already been done through the establishment of the existing national Interoperability Frameworks and their alignment with the EIF. MSs do have the knowledge and experience to adopt possible updates in a rather straightforward way.
Likely impacts on third countries, international trade or investment
None such impact is foreseen, as the proposed initiative targets interactions between EU public administrations.