

## 8.5 EIF IMPLEMENTATION AND GOVERNANCE MODELS (EX-EIS GOVERNANCE) (2016.33)

### 8.5.1 IDENTIFICATION OF THE ACTION

Service in charge	DG DIGIT.D2
Associated Services	All Commission services

### 8.5.2 EXECUTIVE SUMMARY

This action started under the previous European Interoperability Strategy (EIS) Governance support action. It has evolved as part of the Communication “European Interoperability Framework – Implementation Strategy”<sup>112</sup> was the 2017 revised European Interoperability Framework Action Plan <sup>113</sup> (EIF-AP). The revision was called by the Digital Single Market strategy<sup>114</sup> which identified interoperability a major enabler for digital integration in Europe. The EIF provides organisational, financial and operational directions to implement the revised recommendations. It defines a set of focus areas and an Interoperability Action Plan to guide Member States and European Institutions in the period until 2020. EIS is to serve as a practical tool where interoperability priorities are linked to a set of high added-value actions with measurable results in selected areas until 2020. Emphasis will be put on interoperability layers that can now be further developed such as organisational interoperability.

The study that was conducted in 2012 for the EIS revision, indicated that the great majority of interviewed EU Member States considered interoperability as a critical success factor for fulfilling the need to increase the efficiency and effectiveness in the delivery of public services, as well as to increase the transparency and quality of public administrations and that interoperability is an enabler of “cooperation improvement” among public administrations.

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<sup>112</sup>[COM \(2017\) 134 final: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions: European Interoperability Framework – Implementation Strategy, Brussels, 23.03.2017.](#)

<sup>113</sup> [COM\(2017\) 134 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: European Interoperability Framework – Implementation Strategy, Brussels, 23.03.2017](#)

<sup>114</sup> COM(2015) 192: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions: A Digital Single Market Strategy for Europe <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52015DC0192>

This cooperation will become even more critical with the possible adoption of the Single Digital Gateway<sup>115</sup> that will ensure that 13 key administrative procedures will be available online and will have to be cross-border under the once-only principle.

In 2018, the action has a focus on supporting further the interoperability action plan reusing the previous work done on interoperability governance, public service governance and organisational interoperability. There is an analysis on Interoperability governance models and common elements in the European Union (MS and EU and recommendations to implement organisational interoperability in EC and MS across public administrations.

The action has completed this work done 2019 by identifying further best practices in these domains in order to propose successful ways of implementing the EIF recommendations related to organisational interoperability, interoperability governance and public service governance. Particular attention will be in identifying possible gaps in the EU, in close collaboration with the NIFO action, in order to prepare the ground for the EIF implementation evaluation.

The action has focused particularly on supporting two specific actions of the Interoperability Action Plan (IAP)<sup>116</sup>: action 2 and action 6 on governance models and public administrations' organisational relationships.

### 8.5.3 OBJECTIVES

The EIF proposes an Interoperability Action Plan (IAP) for Member States and the Commission for them to increase their efforts to avoid market fragmentation achieve interoperability and promote commonly agreed ICT solutions, while ensuring the appropriate governance

The ISA<sup>2</sup> programme should support the IAP (based on the experience gained from the ISA, IDA and IDABC predecessor programmes) in particular:

1. Identify and describe governance structures and good practices for interoperability coordination (Action 2).

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<sup>115</sup> [Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on establishing a single digital gateway to provide information, procedures, assistance and problem solving services and amending Regulation \(EU\) No 1024/2012](#)

<sup>116</sup> COM(2017) 134: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions: Annex I: European Interoperability Framework - Implementation Strategy-Interoperability Action Plan [https://eur-lex.europa.eu/resource.html?uri=cellar:2c2f2554-0faf-11e7-8a35-01aa75ed71a1.0017.02/DOC\\_2&format=PDF](https://eur-lex.europa.eu/resource.html?uri=cellar:2c2f2554-0faf-11e7-8a35-01aa75ed71a1.0017.02/DOC_2&format=PDF)

2. Clarify and propose ways to formalise public administrations' organisational relationships as part of the establishment of European public services. Identify and develop common process models to describe business processes and Identify best practices (Action 6).
3. Provide an evaluation the EIF implementation for a possible legislative follow-up. Initially foreseen by end of 2019, the evaluation will take place in 2020 to allow enough monitoring of the EIF and the IAP.

Building on the former EIS Governance actions, it will continue to seek for reference models for governance and organisational interoperability structures in accordance with the different structures and models within the EU supporting Member States in their national interoperability activities. The analysis of the Governance models and structures will be adapted and presented according to the EIF layers and recommendations. Also, a methodologies will be presented to the models and structures so as to identify good practices for public service interoperability coordination.

For the objective 2, although the monitoring itself will be done within the NIFO action, the action will build on the results obtained by the former EIS action, aligning the models to the EIF. This action will also identify and develop common process models to describe business processes and identify relevant enablers (e.g. Interoperability agreements). The conclusions drawn from the final evaluations of the ISA and IDABC programmes, the interim evaluation of the ISA<sup>2</sup> programme, which address aspects such as relevance, efficiency, effectiveness, utility and coherence, will also be taken into account.

Through this approach, the Commission will provide a reference model for governance and organisational interoperability structures that will be in accordance with the different structures and models within the EU and could aid the Member States in their national interoperability activities. Furthermore, the EIF implementation will stay aligned with the EU political agenda and with the priorities and initiatives of the Member States regarding European Public Services and interoperability activities.

#### **8.5.4 SCOPE**

The action has in its scope any interoperability initiative in the EU, in any policy domain.

This action will help instituting EIF governance, the related organisational models and the decision-making processes and activities for implementing, monitoring and keeping up to date the European Interoperability Framework (EIF).

Moreover, this action will investigate the direct relation between the EIF governance and the organisational structures that facilitate interoperability in the public administrations. The aim

in this respect will be the identification and assessment of the organisational interoperability models that exist at EU level and their evaluation.

The core organisational tasks of this EIF Governance action encompass the whole implementation of the EIF as well as ensuring the alignment of the long-term vision with short-term actions and their related objectives.

The action can have a permanent activity on screening which changes at EU and Member State level might have an impact on the EIF implementation and on the EIF itself.

**8.5.5 ACTION PRIORITY**

**8.5.5.1 Contribution to the interoperability landscape**

*The contribution of the action to the interoperability landscape, measured by the importance and necessity of the action to complete the interoperability landscape across the Union*

Question	Answer
<p><i>How does the proposal contribute to improving interoperability among public administrations and with their citizens and businesses across borders or policy sectors in Europe?</i></p> <p><i>In particular, how does it contribute to the implementation of:</i></p> <ul style="list-style-type: none"> <li>• <i>the new European Interoperability Framework (EIF),</i></li> <li>• <i>the Interoperability Action Plan (IAP) and/or</i></li> <li>• <i>the Connecting European Facility (CEF) Telecom guidelines</i></li> </ul> <p><i>any other EU policy/initiative having interoperability requirements?</i></p>	<p>The action support directly the EIF implementation and actions 2 and 6 of IAP.</p> <p>It will also spill-over with any initiative for which interoperability is critical such as the Single Digital Gateway regulation.</p>
<p><i>Does the proposal fulfil an interoperability need for which no other alternative action/solution is available?</i></p>	

### 8.5.5.2 Cross-sector

*The scope of the action, measured by its horizontal impact, once completed, across the policy sectors concerned.*

Question	Answer
<i>Will the proposal, <b>once completed</b> be useful, from the interoperability point of view and utilised in two (2) or more EU policy sectors? Detail your answer for each of the concerned sectors.</i>	By definition, the action encompasses all sectors.
<i>For proposals completely or largely <b>already in operational phase</b>, indicate whether and how they have been utilised in two (2) or more EU policy sectors.</i>	

### 8.5.5.3 Cross-border

*The geographical reach of the action, measured by the number of Member States and of European public administrations involved.*

Question	Answer
<i>Will the proposal, <b>once completed</b>, be useful from the interoperability point of view and used by public administrations of three (3) or more EU Members States? Detail your answer for each of the concerned Member State.</i>	The objectives of the action are by definition cross-border.
<i>For proposals completely or largely <b>already in operational phase</b>, indicate whether and how they have been utilised by public administrations of three (3) or more EU Members States.</i>	

#### 8.5.5.4 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>	The objectives are directly linked to the EIF implementation and actions 2 and 6 of the Interoperability AP.
<i>How does the ISA<sup>2</sup> scope and financial capacity better fit for the implementation of the proposal as opposed to other identified and currently available sources?</i>	

#### 8.5.5.5 Reusability of action's outputs

*The re-usability of the action, measured by the extent to which its results can be re-used.*

Can the results of the action (following this 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?

Output name	European Interoperability Strategy
Description	An overall strategy on Interoperability at EU level through a Commission communication.
Reference	
Target release date / Status	Q4/2016

Output name	Orientations for ISA <sup>2</sup> to implement new objectives
Description	Analysis of ISA <sup>2</sup> programme and establishment of future orientations to implement new EIS based objectives. Includes definition of new action on “user centricity/ engagement approaches”
Reference	
Target release date / Status	Q2/2017

Name of reusable solution to be produced (for new proposals) or produced (for existing actions)	Organisational interoperability best practices
Description	Instrument to measure and increase organisational interoperability
Reference	
Target release date / Status	Q2/2019
Critical part of target user base	
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	

Name of reusable solution to be produced (for new proposals) or produced (for existing actions)	Interoperability Governance models
Description	The action will propose a number of models that could be used for organising interoperability in EU countries, regions or at EU level, according to immutable parameters such as the government structure.
Reference	
Target release date / Status	Q3/2019
Critical part of target user base	Public Administrations (e.g. National Ministries, National Agencies).
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	

### 8.5.5.6 Level of reuse of existing solutions

*The re-use by the action (following this proposal) of existing common frameworks and interoperability solutions.*

Question	Answer
<i>Does the proposal intend to make use of any ISA<sup>2</sup>, ISA or other relevant interoperability solution(s)? Which ones?</i>	<p>Many ISA<sup>2</sup> actions will be used by this action in particular the NIFO and eGov factsheets and EIRA.</p> <p>The action will also work in close relation with the Legal Interoperability action to ensure that in EU assessment strategy, governance aspects are correctly taken into account.</p>
<i>For proposals completely or largely <b>already in operational phase</b>: has the action reused existing interoperability solutions? If yes, which ones and how?</i>	

### 8.5.5.7 Interlinked

Question	Answer
<i>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?</i>	<p>The EIF is part of the Digital Single Market Strategy.</p>



## 8.5.6 PROBLEM STATEMENT

The problem of	Not having a common and constantly updated strategic approach to interoperability at European level
affects	the Members States and the EU bodies as well as the European citizens and businesses benefitting from European public services
the impact of which is	Strategic misalignment of interoperability actions amongst the MS, diverging approaches in the delivery of public services, possible duplication of effort, risk that interoperability is not seriously considered. All above entail the risk of creating new e-barriers in EU to the detriment of the DSM.
a successful solution would be	To define a high level strategy at EU level and have it apply through concrete interoperability actions.

## 8.5.7 IMPACT OF THE ACTION

### 8.5.7.1 Main impact list

Impact	Why will this impact occur?	By when?	Beneficiaries
(+) Better interoperability and quality of digital public service	By definition, the action intends to improve e the interoperability in any EU public services.		

## 8.5.8 ORGANISATIONAL APPROACH

### 8.5.8.1 Expected stakeholders and their representatives

Stakeholders	Representatives	Involvement in the action
European Commission services	The Secretary General and any Commission DG concerned about the update of the strategy.	
Member States	MS representations to the ISA <sup>2</sup> Committee and Coordination group (or its equivalent) and through them MS public administration authorities involved in interoperability initiatives.	
ICT Industry	Representatives of ICT industry, SMEs, ...	
Standardisation bodies	Representatives from standardisation organisation fora and consortia	
Local and regional public administrations	Representatives from local and regional public administration European representative organisations such as Council of European Municipalities and Regions, Eurocities, ...	
Academics	Academics working in the field of organisational interoperability and electronic governance.	

### 8.5.8.2 Identified user groups

- Member States' Public Administrations
- EU policy DGs
- EU agencies and Joint Undertakings.
- Regional and local authorities

### 8.5.8.3 Communication and dissemination plan

Several channels will be used to communication and dissemination as well as user engagement.

The ISA<sup>2</sup> website as well as the usual social media (twitter and LinkedIn) will be used to communication towards the general public. Joinup, through the NIFO collection, will be the main channel to publish the studies and main deliverables of the project as well as articles and news. It will be used as well to announce meetings and workshops that will be organised through the scope of this action and will try to engage users through discussions.

Dissemination will happen by presenting the results at identified conferences and publishing of academics articles in specialised reviews will also be considered.

As mentioned above, several workshops, involving experts, will be organised for gathering input, validating the methodology use as well as the final results of the studies and the ISA<sup>2</sup> Committee or Coordination Group will be used as vehicle to present the main results and engage with EU Member States.

Since Montenegro has joined the ISA<sup>2</sup> programme in 2018, some targeted dissemination might be organised also towards candidate countries.

#### **8.5.8.4 Governance approach**

The action will be managed by DIGIT with the support of an external contractor. Whenever major deliverables are to be published, the validation of the MS representatives will be sought. The action will also work in close relation with some actions in particular the NIFO action responsible of monitoring the implementation of the EIF and the Interoperability Action plan as well as the Legal Interoperability action for ensuring that governance and organisational aspects are taken into account when drafting EU legislation.

#### **8.5.9 TECHNICAL APPROACH AND CURRENT STATUS**

This action is a work in progress that started in 2012. In detail:

In 2012, the EIS implementation was reviewed. The review identified the barriers that still existed in implementing interoperability in the EU. It also laid down an overview of the interoperability landscape in Member States as well as in the Commission. Review findings revealed the need for more coordination, and that the lack of organisational interoperability is one of the major interoperability barriers throughout EU.

In 2013 work focused on understanding the critical success factors for proper governance of interoperability solutions at European level.

In 2014 the action performed evaluations on the interoperability governance of selected MS and other countries.

During 2013-2014, effort was put to achieving synergies with other EU initiatives in different policy areas, for example the European Semester.

During 2015, the new ISA<sup>2</sup> Programme was adopted and set the basis for the implementation of interoperability in the Union until 2020. Late 2015 and within 2016 the revision of EIS took place through a long consultation process with Commission services and Member States including an open public consultation. The final draft that will be annexed to the Commission Communication was made.

In 2016, the EIS governance action has identified the governance and organisation interoperability models in the Union and analysed them to investigate whether an overall European model can be proposed. This work has continued in 2017 aiming to an endorsement by stakeholders of the organisational interoperability model from the Union.

In 2017, the action is defining the mechanism to measure the EIF implementation into the NIFO action. In 2018 and 2019, the action had focused on interoperability governance at national and public services levels and organisational aspects in order to identify best practices aspects. These use cases has been selected to allow drawing some guidelines.

The action will not continue for the last year of the programme.

## 8.5.10 COSTS AND MILESTONES

### 8.5.10.1 Breakdown of anticipated costs and related milestones

Phase: Initiation Planning Execution Closing/Final evaluation	Description of milestones reached or to be reached	Anticipa ted Allocati ons (KEUR)	Budget line ISA/ others (specify)	Start date (QX/YYYY)	End date (QX/YYYY)
	Update the EIS	308	ISA <sup>2</sup>	Q2/2016	Q4/2017
	Identify Best Practices in Interoperability organisational and governance.	350	ISA <sup>2</sup>	Q3/2018	Q3/2020
	EIF Evaluation	150	ISA <sup>2</sup>	Q4/2019	Q3/2020
	<b>Total</b>	838			

### 8.5.10.2 Breakdown of ISA<sup>2</sup> funding per budget year

Budget Year	Phase	Anticipated allocations (in KEUR)	Executed budget (in KEUR)
2016		210	210
2017		98	98
2018		230	230
2019		320	320

### 8.5.11 ANNEX AND REFERENCES

Description	Reference link	Attached document
The European Interoperability Framework	<a href="https://ec.europa.eu/isa2/eif_en">https://ec.europa.eu/isa2/eif_en</a>	