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\*\*\*I REPORT

on the proposal for a decision of the European Parliament and of the Council on interoperability solutions for European public administrations (ISA) (COM(2008)0583 – C6-0337/2008 – 2008/0185(COD))

Committee on Industry, Research and Energy

Rapporteur: Dragoş Florin David

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Symbols for procedures		
*	Consultation procedure	
	majority of the votes cast	
**I	Cooperation procedure (first reading)	
	majority of the votes cast	
**II	Cooperation procedure (second reading)	
	majority of the votes cast, to approve the common position	
	majority of Parliament's component Members, to reject or amend	
	the common position	
***	Assent procedure	
	majority of Parliament's component Members except in cases	
	covered by Articles 105, 107, 161 and 300 of the EC Treaty and	
	Article 7 of the EU Treaty	
***I	Codecision procedure (first reading)	
	majority of the votes cast	
***II	Codecision procedure (second reading)	
	majority of the votes cast, to approve the common position	
	majority of Parliament's component Members, to reject or amend	
	the common position	
***III	Codecision procedure (third reading)	
	majority of the votes cast, to approve the joint text	
(The type	e of procedure depends on the legal basis proposed by the	
Commiss		

#### Amendments to a legislative text

In amendments by Parliament, amended text is highlighted in *bold italics*. In the case of amending acts, passages in an existing provision that the Commission has left unchanged, but that Parliament wishes to amend, are highlighted in **bold**. Any deletions that Parliament wishes to make in passages of this kind are indicated thus: [...]. Highlighting in *normal italics* is an indication for the relevant departments showing parts of the legislative text for which a correction is proposed, to assist preparation of the final text (for instance, obvious errors or omissions in a given language version). Suggested corrections of this kind are subject to the agreement of the departments concerned.

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# DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

# on the proposal for a decision of the European Parliament and of the Council on interoperability solutions for European public administrations (ISA) (COM(2008)0583 – C6-0337/2008 – 2008/0185(COD))

#### (Codecision procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to the European Parliament and the Council (COM(2008)0583),
- having regard to Article 251(2) and Article 156 of the EC Treaty, pursuant to which the Commission submitted the proposal to Parliament (C6-0337/2008),
- having regard to Rule 51 of its Rules of Procedure,
- having regard to the report of the Committee on Industry, Research and Energy (A6-0136/2009),
- 1. Approves the Commission proposal as amended;
- 2. Calls on the Commission to refer the matter to Parliament again if it intends to amend the proposal substantially or replace it with another text;
- 3. Instructs its President to forward its position to the Council and Commission.

#### Amendment 1

Proposal for a decision Recital 2 a (new)

Text proposed by the Commission

Amendment

(2a) In its resolution of 14 March 2006 on a European information society for growth and employment<sup>1</sup> the European Parliament has called for emphasis to be given to the issues of interoperability and best practices in public-sector electronic services for citizens and businesses with the overriding objective of facilitating the free and unimpeded movement, establishment and employment of citizens in the Member States; and has urged the Member States to implement i2010 initiatives and programmes in the reform

of their public administrations in order to provide better, more efficient and more easily accessible services to their small and medium-sized enterprises (SMEs) and their citizens<sup>1</sup>.

<sup>1</sup> OJ C 291, 30.11.2006, p. 133.

#### Justification

The European Parliament also expressed its position on e-administration in its resolution concerning the i2010 strategy, and supported the deployment of citizen- and business-friendly e-governmental services; therefore Parliament's position also have to be recalled in the recitals.

Amendment 2

#### Proposal for a decision Recital 6

Text proposed by the Commission

(6) *The availability of* common, reusable and interoperable solutions as well as interoperable administrative back-office processes *is necessary for* the efficient and effective delivery of public services to businesses and citizens across borders and sectors. Amendment

(6) *Businesses and citizens would also benefit from* common, reusable and interoperable solutions as well as interoperable administrative back-office processes *as those solutions and processes would promote* the efficient and effective delivery of public services across borders and sectors.

## Justification

It should be further emphasized that though the programme is primarily targeted at public administration, citizens and businesses will also indirectly benefit from it.

## Amendment 3

Proposal for a decision Recital 8

#### Text proposed by the Commission

(8) To meet these challenges such efforts should be made through close cooperation, coordination and dialogue between the Commission and the Member States, in

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#### Amendment

(8) To meet these challenges such efforts should be made through close cooperation, coordination and dialogue between the Commission and the Member States, in close interaction with the sectors responsible for the implementation of Community policies and, whenever appropriate, with other stakeholders, giving due consideration to the priorities and the linguistic diversity of the Community. close interaction with the sectors responsible for the implementation of Community policies and, whenever appropriate, with other stakeholders, giving due consideration to the priorities and the linguistic diversity of the Community *and to the development of common approaches to key issues such as interoperability and effective use and definition of open standards*.

#### Justification

The EU and the Commission should take the lead and promote open standards. Therefore the definition and the use of open standards should be encouraged in the context of the ISA programme.

#### Amendment 4

#### Proposal for a decision Recital 11

#### Text proposed by the Commission

(11) The ISA programme should be based on the experience from the IDA and IDABC programmes *which have* demonstrated that a co-ordinated approach can contribute to delivering results faster, with higher quality and meeting *business* requirements, by means of common and shared solutions established and operated in cooperation with Member States. These activities have already delivered important contributions to ensuring interoperability in support of electronic exchange of information between European public administrations and are continuing to do so.

#### Amendment

(11) The ISA programme should be based on the experience from the IDA and IDABC programmes. The conclusions drawn from the interim evaluation of the implementation of the IDABC programme, which address the relevance, efficiency, effectiveness, utility and coherence of that programme, should also be taken into account; particular attention should be paid to the needs expressed by the users of that programme. It has been demonstrated that a co-ordinated approach can contribute to delivering results faster, with higher quality and meeting administrative requirements, by means of common and shared solutions established and operated in cooperation with Member States. These activities have already delivered important contributions to ensuring interoperability in support of electronic exchange of information between European public administrations, with positive spillover effects on the single

market, and are continuing to do so.

Amendment 5

Proposal for a decision Recital 15 a (new)

Text proposed by the Commission

Amendment

(15a) The common framework should meet the requirements of existing Community legislation (including those concerning the interoperability of electronic registers and electronic taxation systems.).

Justification

The common framework should meet statutory European requirements.

Amendment 6

Proposal for a decision Recital 16 a (new)

Text proposed by the Commission

Amendment

(16a) Given the task of local authorities in ensuring the effective functioning and interoperability of European public administrations, it is important for part of the programme to be devoted to those authorities.

Justification

Given that the local authorities have a very important role to play in ensuring the effective functioning of European public administrations, it is important for part of the programme to be devoted to them.

Amendment 7

#### Proposal for a decision Recital 18

#### Text proposed by the Commission

(18) In the establishment, improvement or operation of common solutions the ISA programme should, whenever appropriate, build on or be accompanied by sharing of experience and solutions as well as exchange and promotion of good practices.

#### Amendment

(18) In the establishment, improvement or operation of common solutions the ISA programme should, whenever appropriate, build on or be accompanied by sharing of experience and solutions as well as exchange and promotion of good practices. *In this context the Commission should carry out further work to ensure better compliance with the European Interoperability Framework and to promote more openness in standards for ICT services.* 

#### Justification

*Replaces the rapporteur's proposal which could compromise the European Interoperability Framework that is currently in a revision process.* 

#### Amendment 8

#### Proposal for a decision Recital 20

Text proposed by the Commission

(20) The principles of security, privacy and protection of personal data should be *taken into consideration* in all activities covered by the ISA programme.

#### Amendment

(20) The principles of security, privacy and protection of personal data should be *applied* in all activities covered by the ISA programme.

#### Justification

The protection of privacy and security is a basic principle which shall not only be considered but applied under any circumstances. Linked to the amendment on Article 4.

Amendment 9

#### Proposal for a decision Recital 23

#### Text proposed by the Commission

(23) *Synergies* with the private sector and other entities should be sought in order to, whenever appropriate, give priority to solutions available on and sustained by the market.

#### Amendment

(23) *Interaction* with the private sector and other entities has already proven its efficiency and added value. Therefore synergies with these stakeholders should be sought in order to, whenever appropriate, give priority to solutions available on and sustained by the market. In this context the Commission should also be encouraged to continue with the existing practice of organising conferences, workshops, and other meetings in order to interact with these stakeholders. The continued use of the electronic platforms and in particular of the "ePractice.eu" platform should be promoted further. The Commission should be able to use any other means which it considers appropriate for keeping in contact with these stakeholders.

#### Justification

As the ISA programme would be implemented via public procurement, communication is required with all stakeholders in order to have a clear picture on what new solutions are being developed and what needs are emerging. The means to interact with the stakeholders have already been developed and the Commission should be encouraged to continue with those practices; the Commission is, of course, free to find any other appropriate way to keep in contact with the stakeholders. Linked to the amendment on Article 13a (new).

#### Amendment 10

#### Proposal for a decision Recital 27

#### Text proposed by the Commission

(27) International cooperation should be encouraged and in this respect the ISA programme should also be open to participation by the countries of the European Economic Area and the candidate countries. Cooperation with

#### Amendment

(27) International cooperation should be encouraged and in this respect the ISA programme should also be open to participation by the countries of the European Economic Area and the candidate countries. Cooperation with

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other third countries and international organisations or bodies should also be encouraged, notably within the framework of the Euro-Mediterranean Partnership and with neighbouring countries, in particular the Western Balkan countries. other third countries and international organisations or bodies should also be encouraged, notably within the framework of the Euro-Mediterranean Partnership *and Eastern Partnership* and with neighbouring countries, in particular the Western Balkan countries *and the countries of the Black Sea region*.

Justification

The scope of countries with which international cooperation is encouraged should be broadened. Linked to the amendment on Article 14, paragraph 2.

Amendment 11

Proposal for a decision Recital 27 a (new)

Text proposed by the Commission

Amendment

(27a) The possibility of using preaccession funds to facilitate the participation of candidate countries in the ISA programme, as well as the possibility of co-financing by the Structural Funds and the users for the use of common frameworks and generic tools established or improved by the ISA programme should be further explored.

#### Justification

Candidate countries should be encouraged to participate in the ISA programme. Therefore it should be further considered how pre-accession funds could be used to provide Community support for that purpose. The establishment and improvement of common framework and generic tools will be funded by the ISA programme, while the use of these frameworks and tools is to be financed by the users. The possibility to make use of co-financing from the Structural Funds should be therefore further explored.

#### Amendment 12

#### Proposal for a decision Article 1 – paragraph 2

#### Text proposed by the Commission

2. The objective of the ISA programme is to support the cooperation between European public administrations by facilitating the efficient and effective electronic cross-border and cross-sector interaction between such administrations enabling the delivery of electronic public services supporting the implementation of Community policies and activities.

#### Amendment

2. The objective of the ISA programme is to support the cooperation between European public administrations by facilitating the efficient and effective electronic cross-border and cross-sector interaction between such administrations *and bodies performing public functions,* enabling the delivery of electronic public services supporting the implementation of Community policies and activities, *and promoting and improving interoperability between key public infrastructures.* 

### Justification

One of the fundamental trends in modern public sector management and the functioning of the public administration is increasing cooperation between public authorities on the one hand and NGOs and business organisations on the other. As public sector bodies are withdrawing from a direct role in service provision, that task is being taken over by business and tertiary sector organisations. Cooperation and interoperability between sectors should therefore also be understood to mean cooperation between public and private sectors and NGOs.

#### Amendment 13

Proposal for a decision Article 1 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The ISA Programme shall be extended to include local and regional authorities.

Justification

Given that the regional and local authorities make a major contribution to the effective functioning and interoperability of European public administrations, it is important for the part of the programme to be devoted to them.

Amendment 14

#### Proposal for a decision Article 4 – introductory part

Text proposed by the Commission

Actions launched or continued under the ISA programme shall, *whenever appropriate*, be based on the following principles:

#### Amendment

Actions launched or continued under the ISA programme shall be based on the following principles:

#### Justification

The principles listed in Article 4 of the Commission proposal are basic principles which shall be applied during the implementation of the ISA programme under any circumstances. Linked to the amendment on Recital 20.

### Amendment 15

#### Proposal for a decision Article 4 – point a

Text proposed by the Commission

Amendment

(a) the principle of technological neutrality and adaptability:

(a) the principles of technological neutrality, *openness* and adaptability;

Justification

Openness is the key.

Amendment 16

#### Proposal for a decision Article 4 – point c a (new)

Text proposed by the Commission

Amendment

# (ca) the principle of re-use.

Justification

Avoid duplication of work.

#### Amendment 17

#### Proposal for a decision Article 6 – paragraph 1 – point b

Text proposed by the Commission

(b) the approach, including the organisational aspects, such as phases, outputs and milestones, and, *whenever appropriate*, measures to facilitate multilingual communication;

#### Amendment

(b) the approach, including the organisational aspects, such as phases, outputs and milestones, and measures to facilitate multilingual communication;

#### Justification

*Reference to measures facilitating multilingual communications should be always referred to in the project charter.* 

#### Amendment 18

#### Proposal for a decision Article 7 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

1a. Studies shall be published and forwarded to the responsible committees of the European Parliament and to the Commission as a basis for any future legislative initiatives necessary to ensure the interoperability of the computer systems used by public administrations.

## Justification

It is important for these studies to be forwarded to the Commission and the European Parliament committees responsible to assist in the introduction of legislative modifications.

#### Amendment 19

Proposal for a decision Article 8 – paragraph 2

Text proposed by the Commission

2. Involvement of the largest possible number of Member States in a study or

Amendment

2. Involvement of the largest possible number of Member States in a study or

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project shall be encouraged.

project shall be encouraged. *The studies* and projects shall be open for accession at any stage, and Member States not involved in these studies and projects shall be encouraged to join at a later stage.

#### Justification

Though a project or a study could be launched without all Member States participating in it, in order to ensure that the largest possible number of citizens and businesses are benefiting from the positive output of these projects and studies, the projects and studies shall be kept open for accession for other Member States at a later stage.

#### **Amendment 20**

Proposal for a decision Article 8 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. To ensure interoperability between national and Community systems, the common services and generic tools relating to existing European public standards for the exchange of information and integration of services shall be specified.

#### Justification

To achieve genuine interoperability it is necessary to specify the joint services and generic instruments relating to existing public standards.

#### Amendment 21

Proposal for a decision Article 12 – paragraph 1

Text proposed by the Commission

1. The Commission shall be assisted by a committee called the committee on *Cross-border* Interoperability (hereinafter "the *CIO committee*"), composed of representatives of the Member States and

#### Amendment

1. The Commission shall be assisted by a committee called the committee on Interoperability *Solutions for European Public Administrations* (hereinafter "the *ISA Committee*"), composed of

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chaired by the Commission.

representatives of the Member States and chaired by the Commission.

*(Horizontal amendment. Adopting it will necessitate corresponding changes throughout the text.)* 

#### Justification

While the attempt to establish a group composed of the Chief Information Officers of the Member States is welcome, it should be made clear that the role of such a comitology committee is to assist the Commission with the implementation of the current programme.

Amendment 22

#### Proposal for a decision Article 13 – paragraph 3 – subparagraph 1

Text proposed by the Commission

3. The ISA programme shall be subject to an interim and a final evaluation, the results of which shall be communicated to the European Parliament and the Council by 31 December 2012 and 31 December 2015 respectively.

#### Amendment

3. The ISA programme shall be subject to an interim and a final evaluation, the results of which shall be communicated to the European Parliament and the Council by 31 December 2012 and 31 December 2015 respectively. *In this context the responsible committee of the European Parliament may invite the Commission to present the evaluation results and answer questions put by its members.* 

#### Justification

The European Parliament has to be given the possibility to have an exchange of views on the outcome of the evaluation.

Amendment 23

Proposal for a decision Article 13 a (new)

Text proposed by the Commission

Amendment

Article 13a

Interaction with stakeholders

The Commission shall bring together relevant stakeholders for the purposes of

exchanging views among themselves and with the Commission on sectors and issues addressed by the ISA programme. To this end the Commission shall organise conferences, workshops and other meetings; it shall make use of electronic interactive platforms; and it may use any other means for interaction which it considers appropriate.

#### Justification

As the ISA programme would be implemented via public procurement, communication is required with all stakeholders in order to have a clear picture on what new solutions are being developed and what needs are emerging. The means to interact with the stakeholders have already been developed and the Commission should be encouraged to continue with those practices; the Commission is, of course, free to find any other appropriate way to keep in contact with the stakeholders. Linked to the amendment on Recital 23.

# Amendment24Proposal for a decisionArticle 14 – paragraph 2

#### Text proposed by the Commission

2. Cooperation with other third countries and international organisations or bodies shall be encouraged, notably within the framework of the Euro-Mediterranean Partnership and with neighbouring countries, in particular the Western Balkan countries. Related costs shall not be covered by the ISA programme.

#### Amendment

2. Cooperation with other third countries and international organisations or bodies shall be encouraged, notably within the framework of the Euro-Mediterranean Partnership *and Eastern Partnership* and with neighbouring countries, in particular the Western Balkan countries *and the countries of the Black Sea region*. Related costs shall not be covered by the ISA programme.

#### Justification

The scope of countries with which international cooperation is encouraged should be broadened. Linked to the amendment on Recital 27.

Amendment 25

#### Proposal for a decision Article 14 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The ISA programme shall promote reuse of its deliverables by third countries.

Justification

Interoperability achievements shall be shared with the third countries.

Amendment 26

Proposal for a decision Article 16 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

#### 1a. 50% of the ISA programme budget shall be dedicated to the interoperability of local authority computer systems.

Justification

Personal data stored are stored by the local or regional authorities and it is therefore important for them to be interconnected at national level to ensure interoperability within European public administrations.

# **EXPLANATORY STATEMENT**

The rapporteur welcomes the proposal by the Commission establishing a multiannual framework programme for Interoperability Solutions for European Public Administration (ISA - 2008/0185 (COD)). The aim of the ISA programme is to facilitate the efficient cross-border and cross-sector interaction of European electronic public administrations by helping them to overcome electronic barriers due to the lack of interoperability; as such, it will also help citizens and businesses to interact more easily with public administrations.

The ISA programme will be the successor of the currently running IDABC programme and its predecessor, the IDA programme; thus, it represents a continued effort and commitment from the Community towards interoperability.

The European Parliament in its resolution of 14 March 2006 has already called for emphasis to be given to the issues of interoperability and best practices in public-sector electronic services for citizens and businesses with the overriding objective of facilitating the free and unimpeded movement, establishment and employment of citizens in the Member States; and urged the Member States to implement i2010 initiatives and programmes in the reform of their public administration in order to provide better, more efficient and more easily accessible services to their SMEs, as well as their citizens.<sup>1</sup>

The rapporteur considers that in order to better achieve the above objectives, the proposal could be further improved to take into account the needs of public administration (as users of the tools and services offered by the programme), citizens and businesses (as indirect beneficiaries of the programme), and industry (as providers of the tools and services). Therefore he proposes a set of amendments along the following main lines:

- (i) Creating an interactive platform for all stakeholders for an open exchange of opinions;
- (ii) Further emphasizing the need for technological neutrality and adaptability, and the protection of privacy and security;
- (iii) Facilitating the participation of the candidate countries in the programme;
- (iv) Encouraging the largest possible number of Member States to join the projects and studies developed under the programme;
- (v) Promoting a common definition of open standards.

# *(i) Creating an interactive platform for all stakeholders for an open exchange of opinions*

Stakeholders and beneficiaries of the programme has to be given a forum to exchange views amongst themselves as well with the Commission on sectors and issues addressed by the ISA programme; and thus, to provide with a clean picture on what needs are emerging and what new solutions are being developed. Therefore a new interactive platform is proposed to be

<sup>&</sup>lt;sup>1</sup> Adopted texts, P6\_TA(2006)0079.

established (the Platform on Interoperability) with the aim of bringing together the Commission and all the stakeholders in an open and interactive way. The Platform will not interfere with the comitology procedure and therefore does not encroach upon the Commission's competencies. (Related amendments: Amendment 6 on Recital 23 and Amendment 14 on Article 13a (new).)

# *(ii)* Further emphasizing the need for technological neutrality and adaptability, and the protection of privacy and security

Further emphasis should be given to the basic principles on which the programme is established, such as technological neutrality and adaptability, and the protection of privacy and security. These basic principles shall apply under any circumstances. (Related amendment: Amendment 5 on Recital 20; and Amendment 9 on Article 4.)

## *(iii)* Facilitating the participation of the candidate countries in the programme

The participation of candidate countries to the ISA programme is a very important step in preparing their public administration for all the tasks and working methods stemming from EU membership; therefore the participation of candidate countries in the programme should be encouraged and the use of pre-accession funds for that purpose should be further explored. (Related amendment: Amendment 8 on Recital 27.)

# *(iv)* Encouraging the largest possible number of Member States to join the projects and studies developed under the programme

Though a project or a study within the programme can be launched with only a smaller group of Member States participating in it, in order to ensure that the largest possible number of citizens and businesses are benefiting from the positive output of these projects, the ongoing projects and studies shall be kept open for accession for other Member States at a later stage. (Related amendment: Amendment 11 on Article 8, paragraph 2.)

## (v) Promoting a common definition of open standards

The use of open standards for software in the public sector should be further encouraged; the Commission should be also encouraged to work on a common definition of open standards. (Related amendments: Amendment 4 on Recital 18.)

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Title	Interoperability solutions for European public administrations (ISA)
References	COM(2008)0583 - C6-0337/2008 - 2008/0185(COD)
Date submitted to Parliament	29.9.2008
<b>Committee responsible</b> Date announced in plenary	ITRE 9.10.2008
<b>Committee(s) asked for opinion(s)</b> Date announced in plenary	BUDGIMCOLIBE9.10.20089.10.20089.10.2008
<b>Not delivering opinions</b> Date of decision	BUDG         IMCO         LIBE           5.11.2008         1.12.2008         9.2.2009
Rapporteur(s) Date appointed	Dragoș Florin David 22.10.2008
Discussed in committee	4.11.2008 20.1.2009 17.2.2009
Date adopted	9.3.2009
Result of final vote	+: 43 -: 0 0: 0
embers present for the final voteJan Březina, Jorgo Chatzimarkakis, Giles Chichester, Dragoş Florin David, Pilar del Castillo Vera, Den Dover, Lena Ek, Norbert Glante, Umberto Guidoni, Fiona Hall, David Hammerstein, Rebecca Harms, Erna Hennicot-Schoepges, Mary Honeyball, Romana Jordan Cizelj, Anne Laperrouze, Pia Elda Locatelli, Eluned Morgan, Reino Paasilinna, Atanas Paparizov, Francisca Pleguezuelos Aguilar, Anni Podimata, Miloslav Ransdorf, Herbert Reul, Teresa Riera Madurell, Catherine Trautmann, Claude Turmes, Nikolaos Vakalis, Adina-Ioana Vălean	
Substitute(s) present for the final vote	Alexander Alvaro, Pilar Ayuso, Ivo Belet, Françoise Grossetête, Marie- Noëlle Lienemann, Erika Mann, Pierre Pribetich, Vittorio Prodi, Esko Seppänen, Hannes Swoboda, Vladimir Urutchev
Substitute(s) under Rule 178(2) present for the final vote	Stavros Arnaoutakis, Elisabetta Gardini, Manolis Mavrommatis
Date tabled	16.3.2009

# PROCEDURE