COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 12.12.1997
COM(97) 661 final

97/0340 (COD)
97/0341 (SYN)

# COMMUNICATION FROM THE COMMISSION

concerning the evaluation of the IDA programme and a second phase of the IDA programme

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**Proposal for a**
**EUROPEAN PARLIAMENT AND COUNCIL DECISION**

on a series of guidelines, including the identification of projects of common interest, for trans-European networks for the electronic Interchange of Data between Administrations (IDA)

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**Proposal for a**
**COUNCIL DECISION**

adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic Interchange of Data between Administrations (IDA)

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(presented by the Commission)

# COMMUNICATION FROM THE COMMISSION

concerning the evaluation of the IDA programme and a second phase of the IDA programme

## 0. DEFINITIONS

A **telematic network** is a comprehensive data communication system, comprising not only the physical infrastructure and connections, but also the service and application layers which are built on top of this infrastructure, thus enabling the interchange of information electronically between organizations and individuals.

An **IDA network** is a trans-European telematic network for administrations established under the IDA programme.

A **sectoral network** is a trans-European telematic network for administrations, devoted to the implementation or the administrative support of one particular Community policy or activity which is hereinafter referred to as an **administrative sector.**

The **Telematics between Administrations Committee (TAC)** is the committee of Member State Representatives which assists the Commission with the implementation of the IDA programme and ensures coordination within and between Member States, and with the Commission.

## 1. INTRODUCTION

The purpose of this Communication is to inform the Council of the results of an evaluation of the achievements of the existing IDA (Interchange of Data between Administrations) programme and, following the recommendations of the evaluators, to propose an extension of the programme for the future. The new programme described in this document will build on the strong foundation established during the past three years, whilst addressing the weaknesses which have been identified in the current programme.

Following the Council resolution on coordination with regard to information exchange between administrations[1], the Council decision adopting the three-year IDA programme[2] determined *the Community contribution to certain projects in the field of telematic interchange of data between administrations with a view to facilitating cooperation between them.*

The IDA programme has already carried out the significant first steps to encourage administrations to interchange information electronically. IDA has opened up new possibilities for administrations to improve, at a European level, their overall transparency, efficiency and capacity to adjust more easily and rapidly to future change.

In so doing, IDA has implemented a number of important trans-European networks in many different sectors. These systems facilitate the Community decision-making process, combat fraud, improve communication and understanding between Member States and between Member States and the Community institutions, and serve all European Agencies.

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1 Council Resolution of 20 June 1994, OJ C 181, 2.7.1994, p. 1.

2 Council Decision 95/468/EC of 6 November 1995, OJ L 269, 11.11.1995, p. 23.

## 2. FUTURE REQUIREMENTS AND DIRECTIONS

### 2.1 The continuing need for IDA

The tools and technologies which are used today in information technology will rapidly have become obsolete or have altered beyond recognition within a few years. The pace of technological change is only increasing, as evidenced by the astronomical growth in the use of the Internet over the past few years, and the wealth of new products and services which take advantage of this new facility arriving on the marketplace almost daily. The latest estimates forecast a huge increase in the use of the Internet and intranets by government organizations in the US, to almost ten times the current level within the next three years, according to a recent study by the Business Research Group.

It is this changing environment and these recent developments, together with the need for European administrations to take best advantage of new technological opportunities when realizing the internal market, which make a new phase of the IDA programme essential. The use of the Internet and Internet-related technologies, although greatly facilitating the establishment of telematic networks and providing global connectivity, also create new problems. The initial implementation of a network has now become a relatively straightforward matter, but the issues associated with the administrative use of such network services, such as security and legal obstacles, and the requirement for interoperable solutions which satisfy multilingual and multicultural requirements, particularly at the application level, cannot be addressed on a sectoral basis but must be resolved by the Community.

Furthermore, as costs decrease and new possibilities for using telematics become feasible, more and more communication will take place electronically, thus the need for an overall coordination to improve interoperability becomes ever more imperative. The nature of telematics is inherently global. However, achieving a situation where information flows seamlessly between European administrations, where new data flows can easily be established and new organizations can rapidly begin to communicate, will not happen by chance, but must be carefully ensured by design.

The need for coordination at European level is not only a matter of interoperability, but also an issue of cost reduction and greater efficiency. The harmonized implementation of technical solutions should ultimately lead to lower costs throughout the entire telematic system life-cycle, from the development phase through to maintenance and operations, additionally facilitating the exchange of information between sectors and permitting economies of scale to be achieved. Both Member States and the European institutions stand to benefit equally from a more coherent technical approach, avoiding the need to install and support a multitude of different tools and products.

A new phase of IDA should thus shift its focus from the development of network infrastructures to providing coordination and support to the various sectoral administrations, devoting increasing resources to those actions which make IDA networks easier to establish, better to use and maintain, cheaper, more efficient and, above all, more interoperable. IDA should be capable of providing guidance and assistance to administrations throughout the entire process of implementing telematic solutions, from the initial definition of requirements, the decisions concerning the appropriate technical solutions, the procurement of telematic services and products, the re-engineering of

existing organizational practices, and the harmonization of information content, including the ultimate management of operational systems.

For the foreseeable future, there will continue to be a need to implement telematic networks which provide an essential support mechanism for the administration of the internal market and Community policies. The activities which IDA will undertake on a horizontal level are not an end in themselves, they are there to serve a need. Their only goal is to assist in the implementation of sectoral networks, which are where the real benefits of using telematic networks are achieved. As stated previously, it is critical to ensure that trans-European telematic networks between administrations are coherent and consistent, both with each other, but also with national networks. This type of activity can only be achieved by action undertaken at a Community level, and will require the strong and continuing involvement of the sectors. The necessary coordination and cooperation between European institutions and Member State administrations must be ensured through a broad, comprehensive Community action, IDA 2.

At the same time, IDA 2 will always demonstrate a strong concern for subsidiarity. IDA actions are designed to encourage interoperability whilst fully preserving individual Member State administrations' scope for action and freedom of choice. IDA can be most valuable if it is aware of national initiatives which have an impact on administrative telematic networks, but it will not seek to influence these activities but rather to ensure that international networks take best advantage of them. The role of IDA is to support the competent administration within each policy area and never to replace it.

### 2.2 An enhanced programme: the impact of the midterm evaluation recommendations

Further considerations relating to the objectives, strategy, and management of the new programme have been provided by the midterm evaluation of the current IDA programme, which was required by Article 6 of the Council Decision. The objective of this evaluation was to review all activities encompassed by the Decision, taking into account costs, benefits and return on investment.

This evaluation was carried out by the Commission in accordance with the Member States, and assisted by independent evaluators.

The evaluation has concluded that the first phase of IDA has been a valuable programme which has stimulated the development of trans-European telematics systems and fostered administrative cooperation among Member State administrations and EU institutions.

A significant proportion of IDA projects are concerned with the provision of telematic applications for specific **sectors.** The projects which have been financed during the first phase of IDA are:

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| Customs and taxation: | VIES/Sites, Excises Control, Quota, Scent-CIS/Fiscal, Taric, EBTI, and Transit |
| Fisheries: | FIDES |
| Agriculture: | Animo, Physan, and Shift |
| Social security: | TESS (formerly Sosenet) and EURES |

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| Public procurement: | SIMAP |
| Health: | EUPHIN (formerly CARE), EUDRA (pharmacovigilance) and REITOX |
| Statistics: | SISR/DSIS, Extracom, and SERT |
| Commercial policy: | SIGL |
| Competition policy: | Fourcom |
| Culture: | ITCG (Illegal traffic of cultural goods). |

Through such projects, IDA has made a considerable contribution to:

- the development, maintenance and operation of systems which support the implementation of important elements of EU policy concerned with the four freedoms and the single market;

- the initiation of necessary telematic facilities for new agencies and in support of interinstitutional communication and the Community decision-making process.

Given the number of existing projects which have formed the core of IDA from its inception, their size, complexity, and the scope of what is being accomplished, it would be unreasonable to expect to achieve substantial results within a relatively short timescale of three years. It can frequently take 18 months from the initial conception of a project to reach only the stage of contract signature. However, the evaluation exercise has established that clear progress has been made in all the projects which were reviewed, and many projects also deliver important operational benefits, including cash savings in certain instances.

IDA has also carried out a number of non-sectoral projects, so-called horizontal activities, which provide results such as telecommunications services, generic applications, including the communication and management of official documents and the introduction of e-mail on the basis of X.400, and architecture and legal guidelines. The availability of these results has been limited thus far, since many of these activities are still in their infancy. In particular, the TESTA project, which will begin to provide services during 1997, is seen as a positive development because it concentrates on providing telecommunications services, rather than putting in place physical networks.

**Improved programme management**

The complexity of IDA projects, involving the implementation of telematic networks between at least 15 different Member State administrations, and the high degree of coordination required between the many different participants with their various priorities and concerns, have contributed to make the programme administration thus far both complicated and time-consuming. The results of the evaluation have suggested a number of opportunities for improving the overall management of the programme in the future.

**The management of the programme should concentrate on programme policy, objectives and strategy, and avoid a too detailed involvement in the procurement process and individual contracts**. Management participation in such lower level activities requires great effort and does not substantially improve the final results. It is

therefore in order to concentrate managerial activities at a level where they are of greatest benefit that the proposals for IDA.2 specify that a management committee should be implemented in preference to a regulatory committee, and that the committee responsibilities should involve the approval of a yearly work programme and the global implementation plans for individual IDA projects. This ensures that the committee will be fully consulted concerning the technological strategy and choices which are made by projects. Such a management committee would also in practice have greater freedom to act than the current one, since the delivery of a negative opinion would not entail the potential risk of halting all activity for a particular network.

It has been recommended that IDA.2 should be a rolling programme, ideally with a duration of five years. This timescale would be appropriate when taking into account the life span of projects, the horizon required in order to encourage investment by industry and to establish public-private partnerships as stated in the TEN-Telecom guidelines, and the effort and elapsed time required to set up such a programme. However, the Commission believes that there is a need to examine which particular projects are supported by the programme on a more regular basis, in order to allow new priorities to be established. The Commission proposal is therefore to have the list which identifies the projects of common interest reviewed every three years.

The evaluation has strongly questioned the appropriateness of continuing to fund all IDA projects and systems (including both development and operational costs) from a single budget, where individual allocations are subject to a regulatory committee procedure.

There are arguments both in support of and against such a policy, and on this particular issue, the participants in the programme have expressed quite divergent views. While the current situation acts as a useful mechanism to encourage coherency between rather heterogeneous projects, it also creates a certain disassociation between the sectoral management of policies and the management of those telematic systems which support them. Moreover, having IDA projects competing for a limited budget can tend to divert valuable effort away from project execution, and add further delay to important activities.

It is essential to provide a financial framework which facilitates the development of sectoral telematic systems, allows a swift response to new demands for the electronic interchange of information, and finances measures which encourage interoperability between and access to networks. Nevertheless, it is also necessary to specify criteria which define the precise conditions under which a project initially qualifies to receive IDA funding, and which sets clearly defined limits on the duration of this funding. **Future proposals for new developments should therefore always be accompanied by statements of how their operational costs will be met.**

Once a project or set of projects related to a specific policy or activity have been fully implemented, and are thus considered to be in operational use, or otherwise have achieved a certain size which permits them to become a programme in their own right, the required budget should preferably be allocated by the budgetary authority within the framework of each policy or activity. In both cases common principles must be followed, and it will thus be critical for IDA to provide a strong coordination and influence over the technical choices which are made in administrative telematic networks.

The transition to sectoral autonomy in project budgeting and management cannot happen immediately. Appropriate arrangements must be made to cover any transitional period, particularly in respect of the costs of running operational facilities.

In terms of the precise wording of any future Decision, the evaluation has recommended that **references to the use of specific technological standards are best avoided**, thus permitting a more flexible approach in a domain with a rapidly evolving marketplace. Similarly, **within the framework where projects of common interest are defined, a degree of flexibility in terms of the identification of projects of common interest is desirable**, to permit critical new policy areas to be supported when required.

**Better project results**

Although only in existence for three years, IDA has already been able to identify a number of areas where improvements in the quality of the programme results can be achieved. Thus positive steps have already been taken through initiatives to implement quality control, provide guidelines and common telematic services, facilitate people networking and sharing of experiences, and increase the transparency and visibility of project results.

It is recognized that the ultimate success of IDA projects depends on ensuring that user needs are well understood and addressed, and on having the early and continued involvement of the appropriate users throughout each project. In particular, it is critical to ensure that the sectoral requirements for and the benefits of horizontal products and services are clearly identified before embarking on any new horizontal developments. These are especially challenging tasks in the IDA environment, and major efforts will be targeted in the next programme to improve requirements definition, consensus-building, and cross-fertilization through the establishment of user fora.

**Future directions**

The evaluation has concluded that **IDA should take as its principal objective the promotion of the effective and harmonized development of all Community telematics-based systems for the interchange of data between administrations**. This implies that a successor programme should unambiguously extend the effective scope of IDA to all relevant networks (i.e. all networks between administrations that support Community policies and activities), not only those which receive funds directly from the IDA budget. This extension is proposed in order to provide a practical mechanism whereby a better coordination and cooperation can be realized between the numerous activities relating to telematic networks and administrations which are carried out throughout the Commission. Concertation with other Community programmes, and with TEN-Telecom in particular, should be pursued in order to optimize efforts and the Community's resources.

**IDA's pursuit of horizontal projects is generally supported, and is regarded as a basic focus for the future.** IDA should continue to emphasise the exploitation of services and products which are available from the marketplace rather than developing proprietary solutions. IDA will also need to concentrate efforts on harmonizing the content of the information which is exchanged over telematic networks. During the evaluation exercise, many participants have observed that **the coordination and agreement of information exchange standards is a primary need**, and that the technology employed is, in comparison, a relatively minor issue.

The evaluation has also confirmed the ongoing need in the future for a coordination mechanism between European administrative telematic networks and a source of relevant knowledge and expertise, in order to avoid the needless proliferation of equipment, diversity of approach, and repetition of investigations.

In addition to ensuring that sectoral networks are established or enhanced in order to meet the requirements of Community policies and activities, the evaluation exercise has recommended that the key objectives of the IDA.2 programme should be the following:

- to determine the user requirements for technical policies and standards, and to define and regulate the framework for the implementation of these technical policies and standards within which the sectoral projects operate,
- to ensure that common services, components and specifications are available to European administrations, and to encourage the benefits of these services to be realized,
- to promote information harmonization,
- to identify new administrative requirements and new generic services which satisfy these requirements,
- to stimulate coordination and cross-fertilization between projects through the collection, synthesis and dissemination of information.

The administration of the internal market will continue to oblige European administrations to communicate information with their counterparts in other countries. Although many administrations are already exchanging similar information on a national basis, the European dimension creates an entirely new set of problems which can only be resolved by having a mechanism in place which provides the essential coordination at an international level.

Furthermore, the IT market provides an overwhelming choice of products and services, lacking a strong incentive to ensure interoperability between them, and providing results of varying relevance to administrative requirements. In order to ensure the availability of good choices, European administrations must speak as a single voice. This also reinforces the need for strong international coordination and cooperation. Through its experience and knowledge and the foundation which it has already established, the IDA.2 programme is best situated to provide this coordination and ensure cooperation at a Community level.

## 3. THE POLITICAL CONTEXT

### 3.1 Support for the internal market

The elimination of internal borders and the implementation of the four freedoms of movement creates increasing demands for European administrations to improve, expand, coordinate and, in many cases, integrate much of their information exchange and administrative processes. The key objective of any new IDA programme must thus remain in effect - **to provide practical support for the functioning of the internal market by connecting administrations throughout Europe to each other through telematic networks**, thus establishing a mechanism for the rapid, effective, and secure exchange of

information and better administrative cooperation. As such, IDA.2 activities will be of relevance to the Internal Market Action Plan.

It is also important to recognize that IDA activities, by ensuring the availability of comprehensive telematic services for administrations throughout the Union and encouraging service providers to establish such facilities on an EU basis, provide support for economic and social cohesion.

The need for administrations to increase their access to and provision of information as a result of the requirements of the internal market has not remained static. New demands arise and priorities are revised as Community policies are implemented. A number of key policy areas may already be identified in which the next phase of the IDA programme has an important role to play.

### 3.2 Practical implementation of European Monetary Union

The implementation of European Monetary Union will be a key challenge for the Community in the coming years, and a successful result will require the support of telematic networks. At the same time as obligations to process Euro-based information will multiply enormously, the necessity for new information flows and supporting data networks to satisfy additional requirements generated by the introduction and administration of the Euro will also come to the fore.

### 3.3 Support for enlargement

The boundaries of the internal market are expected to be enlarged in the near future to accommodate the integration of new member countries in Central and Eastern Europe. There is a need to prepare for their integration, both by stimulating the implementation of interoperable telematic services and solutions in these countries and improving information flows. The coordination of activities in areas ranging from trade control, to fraud prevention, health care, and environmental protection, can act to improve the economic and social environments of these countries, as well as our own.

In its "Agenda 2000" Communication of 16 July 1997, the Commission has recognized the importance of reinforcing the institutional and administrative capacity of applicant countries to the enlargement process. The participation of these countries in Community programmes and their use of Community mechanisms to apply the *acquis communautaire* are essential components of a successful pre-accession strategy.

### 3.4 Emphasis on citizens and the private sector

The ultimate customer of administrations is the citizen. To ensure greater transparency and to offer new and better services to citizens, administrations will require better access to information and lower information processing costs. Certain areas in which IDA is already active are of particular relevance to citizens. These include the telematic networks which support the flow of information relating to social security, healthcare, and employment.

In a similar vein, reinforcing the ability of European administrations to increase their efficiency and to respond swiftly to new challenges is particularly critical at a time when the advent of the Information Society and the adoption of new technologies and practices is likely to revolutionise both public and private sectors alike.

As part of this revolution, administrations cannot ignore their influence, for better or worse, upon the private sector. The main issue is whether administrations choose to lag behind, in which case they will impose unnecessary overheads in terms of costs and delays on the exchange of administrative data with the private sector, thus becoming the weakest links in the information chain, or instead, decide to lead by example to encourage and facilitate the improved flow of information between sectors. The use of more efficient mechanisms to exchange information between enterprises and administrations, (for example in domains such as customs, taxation, and environmental protection), can greatly influence an individual organization's capacity, responsiveness and costs, ultimately having a positive impact on the overall competitiveness of European industry in general, and of SMEs in particular.

IDA also has the potential to directly influence the European ITC industry. IDA collects and collates the common telematic requirements of administrations throughout Europe. By feeding these requirements directly to industry, as was done during the recent IDA Workshop with Industry, IDA provides a clear description of administrative needs and essentially guarantees a large market for the products and services which have been specified.

Thus, IDA measures to ensure interoperability must also help eliminate obstacles to the communication between administrations and the private sector. Projects must be encouraged to take into consideration the needs outside the public sector when administrative telematic solutions are designed and developed, and support must be given for projects to extend their benefits to industry and citizens when a clear requirement to do so has been identified, and this is also true for private sector projects which have an impact on the public sector domain. In this particular area, care should be taken to establish a synergy between IDA, TEN-Telecom and SME-related activities, ensuring that the definition of projects of common interest for citizens and SMEs is optimised.

### 3.5 Institutional reform

The European institutions, like their national counterparts, are under constant pressure to provide better service to citizens and the private sector at minimal cost. The only option available to them is to adopt new means of processing and handling information, supported by ICT developments. The increasing exploitation of telematic networks by administrations, based upon the use of readily-available market services and products, should to a certain extent address the balance between the need to reduce costs through outsourcing of administrative processing, and the consequent loss of control and of application expertise and data.

Currently, working procedures in EU administrations create enormous demands for document production, handling, distribution, and archiving, most of which is still paper-based. The distribution of documents is usually performed via normal courier, telex or fax. More than 1200 committees are associated with Commission work, in addition to the EU institutions and Member State administrations.

The primary objective within this area must be to ensure that the necessary telematic tools and techniques, particularly facilities for workflow management and document exchange, are made available to support administrative flows of information within the Commission, between the institutions, and between the Member State administrations. The ultimate

goal is for the European institutions to represent a leading example of the potential advantages of communicating and processing information electronically.

## 4. THE FUTURE - OBJECTIVES, STRATEGY, ACTIONS

The market circumstances and technical environment which influenced the formulation of the original programme policies and strategy have altered dramatically during the past three years. Unlike its predecessor, IDA 2 is no longer facing a "green field" situation and is therefore able to build upon the existing wealth of knowledge and experience already acquired and the current sectoral networks. At the same time, the programme must also seek to accommodate an increasingly uncertain future in terms of the direction and speed of technological change. The strategy and activities proposed to be carried out by IDA in a second phase thus place greater emphasis on interoperability and commonality, concentrating less on individual sectoral project requirements whilst ensuring that the needs of sectoral networks continue to be met.

### 4.1 Objectives

Community activities during the proposed second phase of the IDA programme will be focused on achieving, within a period of three years, the following concrete results:

- the establishment of operational, interoperable, trans-European telematic communication infrastructures between Member State administrations and between administrations and the European institutions as appropriate, enabling the efficient and cost-effective interchange of information in support of the administrative requirements of the internal market;

- the use of telematic solutions fully integrated into the day-to-day management of European Union policies and activities and the Community decision-making process;

- the availability of trans-European administrative network services, characterized by a high degree of interoperability, within and across different administrative sectors and with the private sector, and providing cost-efficiency, flexibility and adaptability to technological change and market evolution;

- ready access by all European administrations to an international, up-to-date repository of knowledge and experience concerning telematic networks.

### 4.2 Strategy

- **Market orientation:** Purchase services from the marketplace, avoid investments in infrastructure, specific technologies, and the development of proprietary solutions.

- **Service orientation:** Provide support and guidance to administrations in the identification and implementation of solutions for information exchange which maximize functionality and flexibility and minimize cost.

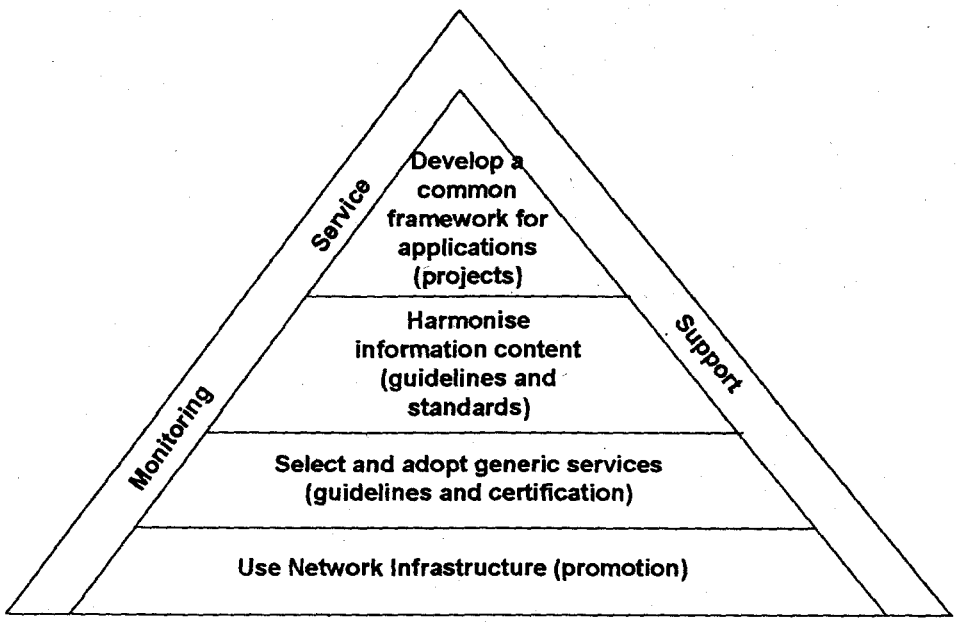
- **Focusing on interoperability:** Concentrate on those activities which lead to greater interoperability between networks and their components, and the information communicated through those networks.

To accommodate an environment in constant evolution and to manage changing technology to best effect, the only practical direction for IDA in the future is to promote the purchasing of services directly from the marketplace rather than investing in proprietary developments, to avoid commitments to specific technologies and products, and to focus on common sectoral requirements. In this scenario, IDA will assist public administrations to select the best value-for-money tools and products, to have immediate access to the latest developments, to rationalize network management, and to benefit from the economies of scale which, as large organizations, they have the right to expect.

The foundation for improving the flow of information between administrations in the internal market is the adoption of telematics as a mechanism for communication.

By definition, any communication involves at least two participants, a sender and a recipient, who must each be capable of understanding what is being communicated. If communication takes place between a small number of closely related individuals, the issue of interoperability between the communication mechanisms of each participant does not arise. However, the large number and wide variety of prospective partners in combination with the lack of stability and coherency exhibited by the technology and marketplace for telematics, has obliged all IDA network users to concentrate their attention on the issue of interoperability when investing in telematic solutions.

Interoperability between the various network system components is required at all levels of the telematic pyramid illustrated below. The physical networks which represent the essential foundation of every network system must be interconnected, the services which use the network infrastructure must be consistent, the information which is exchanged through the services must be harmonized, and the applications which manipulate this information for the ultimate benefit of the end user must be compatible, both with each other and also with the paper- and human-based world in which they operate.




**The IDA Interoperability Pyramid**

In general, ensuring interoperability in practice goes far beyond the requirement to agree or harmonize the standards and specifications which are used, but also includes achieving compatible implementations of these standards, coherence between legal and security systems, and the overall integration of the new electronic environment and processes and the conventional means of operating.

The adoption of standards is an important means for achieving interoperability at all levels of a network. IDA is therefore a major user, hence influencer, of standards and a key role of the programme must be to recognize and promote the use of standards. IDA will serve as an intermediary for standardization bodies and the large user community in the public administration domain. In so doing, IDA can contribute to the publicizing and dissemination of standards, and ensure that experiences and issues relating to the practical application of standards in IDA projects are fed back to standardization bodies, helping to improve particular standards and acting as an important link in the standardization chain.

For trans-European networks between administrations, a further consideration is the obligation to maximize interoperability with national network systems, thus facilitating the creation of international network infrastructures based upon connections between national networks. Such activities have the potential to vastly increase the overall number of administrations with access to a particular network at a relatively low cost.

## 5. THE CHOICE OF A LEGAL BASIS. THE CONTENT AND STRUCTURE OF THE NEW IDA PROGRAMME

The legal context has substantially changed since the original IDA proposals were submitted in 1993. The Council adopted the original programme[3], for the years 1995 to 1997, on the basis of Article 235 of the EC Treaty.

In March 1996, the European Court of Justice issued its judgment on the EDICOM case[4], which set an essential precedent for trans-European telematic networks between administrations. Also relevant is the adoption of the so-called TEN financial regulation[5], which lays down the rules for the Community financial contribution to projects in the domain of trans-European Networks. The guidelines for trans-European telecommunication networks have also recently been adopted[6].

Inasmuch as:

- IDA represents a Community contribution to the establishment and development of trans-European telematic networks for administrations, and
- aims to ensure the interoperability between and access to networks,

then Title XII of the EC Treaty, and in particular Article 129d, is considered to be the appropriate legal basis for the new IDA programme.

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3 Council Decision 95/468/EC of 6 November 1995, OJ L 269, 11.11.1995, p. 23.
4 Case C-271/94, *European Parliament* v *Council*, 26 March 1996.
5 Council Regulation (EC) No 2236/95 of 18 September 1995, OJ L 228, 23.9.1995.
6 European Parliament and Council Decision 1336/97/EC of 17 June 1997, OJ L 183, 11.7.1997, p. 12.

In contrast to other networks such as railway networks, which occupy a physical space (under the sovereignty of a Member State), a telematic network is distinguished by those who have access to the network and the purposes which are served by the network. The Community thus acquires a double position for those telematic networks which directly support its policies and activities: it is both subject to the mandate of Title XII to contribute to the establishment and development of the networks, and also a user or beneficiary of these networks, in a position which is largely comparable to that of any other participant.

Given this special position of the Community in regard to IDA networks, the concept of Member States' projects is insufficient and cannot constitute the sole basis for a Community financial contribution. Furthermore, the Community contribution should also be targeted towards the objective of facilitating interoperability between and access to networks, and should represent a tool to facilitate coordinated actions of the Community and the Member States.

Consequently, the second phase of IDA creates a specific financial framework which ensures that an appropriate use of Community resources is made, that action is taken to ensure interoperability between networks, and that costs are shared between the Community and the Member States in accordance with the principle of *cui bono*.

The Commission proposes the adoption of the IDA programme on the basis of two decisions, which reflect the structure in Articles. 129c and 129d EC, in light of the EDICOM judgment. Together, these two decisions will result in a programme that will maintain internal coherence and synergy. The Commission will be assisted by a single committee in the implementation of both decisions, which will concentrate on the overall programme strategy, supervising horizontal projects, and monitoring sectoral projects. The committee type proposed is a management committee (variant 2a), in line with the recommendations of the IDA midterm evaluation.

**Guidelines and projects of common interest**

It is crucial to establish a coherent framework which allows the Community to determine in which priority areas networks should be established, and to ensure that networks are implemented on the basis of common principles.

The first decision proposed concerns the adoption of a series of guidelines which determine the objectives to be met, the political priorities which will be applied, and the guiding principles (broad lines of measures) which must be followed by all telematic networks supporting Community activities and policies. These guidelines also identify projects of common interest for which a specific Community financial framework is deemed necessary, and provide such a framework.

**Measures to ensure interoperability**

IDA must seek to maximize the degree of interoperability between administrative telematic solutions by carrying out actions which address the issues relevant to administrative telematics at each specific level:

- **Use network infrastructure:** Promote consistency between telematic solutions and encourage the innovative use of telematics in administrations by the spread of knowledge and best practice.

- **Select and adopt generic services:** Collect and consolidate administrative requirements and select common solutions as generic services from the marketplace.

- **Harmonize information content:** Ensure maximum coherency and automation of information processing by examining the flows and content of the information which is exchanged by administrations, identifying opportunities for modelling, harmonization, and structuring.

- **Develop a common framework for applications:** Concentrate on common administrative application requirements, including legal and security needs.

The second decision proposed thus concerns the adoption of a number of measures of a horizontal nature which will greatly facilitate interoperability between networks, and network components. On one hand, they form a complete body of measures of mandatory reference for the development of IDA networks. On the other hand, these measures are an excellent basis for the promotion of interoperability between existing systems within Member State administrations and the facilitation of industry or citizen access to information provided by an existing network.

## 6. ACTIONS

**Promoting the spread of best practice and encouraging innovation**

The public sector currently faces many of the same challenges as the private sector in adopting the use of telematics into their daily activities. The private sector, however, is possibly better equipped to meet these challenges, given that the majority of the new concepts, products, and services which are being developed in this domain tend to be geared towards a competitive, commercial environment.

Administrations often use **telematic networks** to replace existing internal manual processes. Although the replacement of manual information processing by electronic data communication systems generally leads to increased efficiency and reduced costs, the adoption of common, interoperable solutions and the innovative use of such systems, in conjunction with process re-engineering, can provide much greater benefits, allowing information to be processed in radically different ways, permitting communication with new organizations or customers, and providing opportunities to offer entirely new services. The key requirement is therefore for administrations to have access to a source of knowledge and inspiration.

The IDA programme, having access to a wealth of know-how and experience acquired during the activities of the past few years, has the capacity to act as such a source. Administrations will have ready access through a central point to information concerning the progress, achievements, and experiences of the many IDA telematic projects and applications, of similar national projects in Member State administrations, and of the relevant Commission R&D programmes and Information Society initiatives. Similarly, European administrations will be informed of the guidelines, recommendations and generic services which are available from IDA for their benefit.

Promotional activities in the new programme must also concentrate on raising the profile of telematics generally within administrations, by demonstrating concretely in an international administrative environment the possible applications and benefits of communicating electronically over telematic networks and encouraging the cross-fertilization of results and experiences.

An important element of this strategy must include the implementation of information collection, monitoring, and feedback mechanisms to ensure that the information which is provided is continually refreshed and updated.

**Reducing costs and providing common solutions via generic services**

In the rapidly evolving world of telematics, industry offers an ever-increasing portfolio of solutions, packaged to users as readily-available "generic" services. This has resulted in a situation where the implementation of a **telematic network** becomes essentially a question of deciding which generic service best meets requirements, and adapting the local environment accordingly.

The main objective of the IDA activities associated with generic services is to provide continuous cost savings for Community **telematic networks** by rationalizing and globalizing common solutions for collective requirements. Administrations need to be able to select the best value-for-money services from the market, to have access to the latest developments as soon as they are available, to rationalize the management and control of their operational networks, and to benefit from the economies of scale which, as large organizations with many users, they have the right to expect.

Generic services in the marketplace will be constantly identified, specified, verified, and monitored. These activities will provide administrations with simple, generic service descriptions, classified by quality and selection criteria such as reliability, availability, performance, continuity, usability, and interoperability, in order to allow all users involved in the procurement of telematic services to obtain an acceptable and comparable quality of service throughout the Union.

At a more general level, this strategy is expected to have a positive impact on the market place for telematic products and services, acting as an incentive for the harmonization of services, encouraging interoperability between various service providers, improving the overall quality of the services which are offered, and ensuring that pricing is competitive.

One initiative which may be of particular interest in this domain concerns the provision of a network backbone service based on Internet technologies for the use of European administrations. A portion of this network capacity could be devoted to videoconferencing facilities for committee meetings between the Member State administrations and the Community institutions.

**Harmonizing information content**

An important barrier to the effective flow of information is created by differences in the actual content of the information which is communicated between organizations. These obstacles may be the result of different languages, customs, and practices, and while they often occur within countries, they are greatly multiplied at an international level. In telematics, greater efficiency is frequently derived by reducing the effort which is required to process certain information, and by processing information more rapidly. If the data

which is received is not easily recognized and processed by computer or is incomplete, the efficiency benefits may be significantly reduced.

Such problems require solutions which structure information in such a way that it can be automatically processed, and reaching agreement on common working practices. Administrations are increasingly investing much time and effort in such solutions, recognizing that the composition and flow of information is inherently much more stable than the underlying communication technology, and substantial benefits can eventually be realized. Although many aspects will remain specific to sectors, IDA has a role to play in terms of defining the general framework, direction and strategy for such solutions, reaching agreement on the format of information which is used across sectors, modelling common business processes, and specifying common requirements for market solutions.

**Developing common tools and techniques for applications**

Combining telematic applications with generic services offers both added-value through the use of state-of-the-art ways of communicating, and cost-savings through the consolidation of requirements and associated economies of scale. This implies a further need to ensure that for the future, IDA networks are capable of being easily modified and developed in terms of functionality and accessibility, as well as technology. This can best be achieved by adopting as much as possible a modular approach to network and application development, integrating products and services from the marketplace and other sectors whenever possible.

There will always be a need to develop specialized applications which meet the needs of particular sectors, however, in the same way that software is readily available "off-the-shelf" from software providers to carry out basic functions such as accounting and managing human resources, certain common administrative functions which are carried out by IDA network applications may also be capable of being performed by more "generic" applications or modules.

Opportunities may thus arise to centrally specify and prototype solutions or services which overcome unique problems experienced by administrations and which can be exploited by many different sectoral telematic systems. The key constraints for such activities will be the ease with which they can be integrated into existing systems and infrastructure, the lack of appropriate market offerings, and the reduced costs associated with having common, customized products which fulfil specific administrative needs. Generic applications may also be required to act as an interface between IDA generic services and the more specialized sectoral application components.

The benefits of this approach include rationalizing the design of technical solutions, minimizing certain risks by using well-established, proven solutions, reducing the delay between the definition of user requirements and the implementation of an operational system, improving the quality of application software, and being able to maintain a single generic application rather than multiple different applications.

Common tools and techniques for application development cannot ignore requirements relating to legal and security issues. IDA network systems are not unique in terms of their requirements for practical solutions to overcome existing problems relating to the security and legal validity of electronic information exchanges. However, the confidential nature of administrative data and the international environment in which trans-European networks

must operate both serve to increase the difficulty of developing such solutions and the complexity of the solutions which must be found.

The philosophy behind the formulation of a legal and security framework must be a stepwise evolution, based upon a practical assessment of existing barriers and needs and acting in parallel with technological developments, rather than attempting to establish a definitive, wide-ranging framework which might instead have a counter-productive effect of impeding the progress of new products and technologies. A pragmatic approach is required, balancing the urgent demand for action in this area with the obligation to reach an agreed common position which guarantees the security and legal validity of telematic exchanges of administrative data.

Action is needed to identify and remove the legal and contractual barriers which impede the smooth exchange of data between network users and to create a legal framework which ensures the evidential value of the data exchanged, the protection of data, the rights and responsibilities of the users, and enforces security.

## 7. CONCLUDING REMARKS

Within this perspective, IDA must become the means through which European administrations can reap the benefits of new technologies. Nevertheless, although IDA is a technological programme, it is clear that the ultimate success of this next phase of IDA will depend on its ability to coordinate and communicate between the numerous parties concerned. IDA must, first and foremost, ensure that sectoral needs are clearly identified and that consensus is reached, both in order to be able to establish sectoral networks and to meet specific sectoral requirements, and at the same time, to define the appropriate horizontal activities which will satisfy common sectoral needs. IDA must then be able to communicate these requirements to the marketplace.

Particular attention must be paid to Community activities in the areas of R&D and TEN-Telecom. The Telematics Applications Programme has a number of successful projects which can provide innovative solutions and new opportunities to stimulate and improve the use of telematics in administrations. Similarly, TEN-Telecom promotes the development of generic services, thus laying a foundation of products and services which the IDA interoperability measures can build upon. Furthermore, projects of common interest under the TEN-Telecom guidelines include areas which are also relevant to the implementation of Community policies and activities.

It is therefore essential to put in place coordination mechanisms which will ensure that optimal use is made of such complementary Community instruments, taking full advantage both of their synergy and of the flexibility provided by their areas of mutual contact. IDA is a unique and valuable programme which benefits in particular from its orientation towards practical, market-driven solutions, achieving cost reductions, economies of scale and greater efficiency by building on commonality, its emphasis on operational implementation rather than research, and the involvement of a wide variety of different sectors with central coordination. These features must be preserved and enhanced for the future.

**Proposal for a**
**EUROPEAN PARLIAMENT AND COUNCIL DECISION**

on a series of guidelines, including the identification of projects of common interest, for trans-European networks for the electronic Interchange of Data between Administrations (IDA)

(Text with EEA relevance)

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular the first paragraph of Article 129d thereof,

Having regard to the proposal from the Commission[7],

Having regard to the opinion of the Economic and Social Committee[8],

Having regard to the opinion of the Committee of the Regions[9],

Acting in accordance with the procedure laid down in Article 189b of the Treaty[10],

(1) Whereas the Council, in its Resolution of 20 June 1994[11] emphasized the need for coordination with regard to information exchange between administrations;

(2) Whereas the Council, in its Resolution of 21 November 1996[12], established new policy priorities regarding the information society;

(3) Whereas the Commission, in its communication of 19 July 1994[13], proposed an Action plan for the Information Society;

(4) Whereas the Commission has proposed an Action plan for the Single Market[14];

(5) Whereas the European Parliament, in its Resolution of 12 June 1997[15], invited the European Union and the Member States to take action with regard to the development and application of new information and communication technologies (ICT) in the next decade;

(6) Whereas the European Parliament and the Council, in Decision No 2717/95/EC[16], adopted a series of guidelines for the development of Euro-ISDN as a trans-European network;

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11 OJ C 181, 2.7.1994, p. 1.
12 OJ C 376, 12.12.1996, p. 1.
13 COM(94) 347 final.
14 COM(97) 184 final.
15 OJ C 200, 30.6.1997, p. 196.
16 OJ L 282, 24.11.1995, p. 16.

(7) Whereas the European Parliament and the Council, in Decision No 1336/97/EC[17], adopted a series of guidelines for trans-European telecommunication networks;

(8) Whereas, in order to establish economic and monetary union and to implement Community policies and activities, it is necessary for Member State administrations and the Community to access, exchange and process increasing amounts of information;

(9) Whereas, in order to exercise the powers conferred upon them, it is necessary for Community institutions to access, exchange and process increasing amounts of information;

(10) Whereas the efficient, effective and secure exchange of processable information requires the availability of integrated data communication systems, hereinafter referred to as telematic networks;

(11) Whereas telematic networks linking the information systems of the Member State administrations and the Community across Europe are trans-European telecommunication networks for administrations;

(12) Whereas a smooth functioning of the internal market and the elimination of obstacles to communication between public administrations and the private sector are important factors for the prosperity and competitiveness of Community industry;

(13) Whereas use of telematic networks can contribute to the protection of the financial interests of the Community and to the fight against fraud;

(14) Whereas the modification and enhancement of telematic networks may be required during the preparation for the enlargement of the European Union;

(15) Whereas responsive and transparent public administrations will encourage citizens of the European Union to reap the benefits of the Information Society;

(16) Whereas the Community is a user or a beneficiary of those telematic networks which support the Community policies and activities, interinstitutional communication and economic and monetary union;

(17) Whereas the task of establishing such networks is incumbent on both the Community and the Member States;

(18) Whereas it is essential to maximize interoperability in order to achieve economies of scale and to increase the benefits of such networks;

(19) Whereas, in order to make efficient use of the Community's financial resources, it is necessary to share the cost of such networks between the Member States and the Community on an equitable basis and, at the same time, to avoid needless proliferation of equipment, repetition of investigations and diversity of approach;

(20) Whereas there is thus a need to define specific guidelines of general application to all such networks, as well as a specific financial framework for projects of common interest under such guidelines;

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[17] OJ L 183, 11.7.1997, p. 12.

(21) Whereas in accordance with the subsidiarity and proportionality principles established by Article 3b of the Treaty, the objective of establishing such networks cannot be adequately attained by the Member States and can therefore, by reason of the scale and effects of the proposed action, be better attained at Community level; whereas the proposed action does not go beyond what is necessary to achieve the said objective;

(22) Whereas the implementation of the Agreement on the European Economic Area and of the association agreements with the European Community requires the modification and enhancement of the relevant telematic networks;

(23) Whereas there is an inherent international dimension to telematic networks and electronic communication;

(24) Whereas the measures aimed at ensuring the interoperability of telematic networks between administrations are in accordance with the priorities adopted in relation to the guidelines for trans-European telecommunication networks;

(25) Whereas the Council has adopted Decision 95/468/EC[18] on a Community contribution for telematic interchange of data between administrations in the Community (IDA);

(26) Whereas this Decision establishes a financial framework for the entire duration of the programme which should be the principal point of reference, within the meaning of point 1 of the Declaration of the European Parliament, the Council and the Commission of 6 March 1995[19], for the budgetary authority for the purposes of the annual budgetary procedure,

HAVE ADOPTED THIS DECISION:

**Article 1**
Scope and objectives

1. The Community, in cooperation with the Member States, shall act in the field of trans-European telematic networks for administrations and shall take the measures set out in Articles 3 to 6 and in Articles 9 and 11 with the following objectives:

   (a) the establishment of operational, interoperable, trans-European telematic networks between Member State administrations, whether national or regional, as well as between such administrations and the Community institutions and bodies as appropriate, enabling the efficient, effective and secure interchange of information in order to establish economic and monetary union and in order for the Member States and the Community to implement, within their respective areas of competence, the Community policies and activities referred to in Articles 3 and 3a of the Treaty;

   (b) the establishment of integrated telematic networks for the facilitation of communication between the Community institutions and in support of the Community decision-making process.

2. This Decision forms part of the IDA programme.

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[18] OJ L 269, 11.11.1995, p. 23.
[19] OJ C 102, 4.4.1996, p. 4.

## Article 2
Definitions

For the purpose of this Decision, the following definitions shall apply:

(a) a **telematic network** is a comprehensive data communication system, comprising not only the physical infrastructure and connections, but also the service and application layers which are built on top of this infrastructure, thus enabling the interchange of information electronically between organizations and individuals;

(b) an **IDA network** is a trans-European telematic network for administrations established or continued under this Decision. Such a network is established on the initiative of the Community as a user of or a party to the network or as a beneficiary having an interest in ensuring its implementation;

(c) a **sectoral network** is a trans-European telematic network for administrations, devoted to the implementation or the administrative support of one particular Community policy or activity which is hereinafter referred to as an **administrative sector**;

(d) an **IDA project** is a set of interrelated actions which are undertaken or continued under this Decision, as identified in the Annex, and concern the establishment or enhancement of sectoral networks.

## Article 3
Projects of common interest

1. In order to achieve the objectives laid down in Article 1, the Community and the Member States shall implement projects of common interest as identified in the Annex.

2. Implementation of such projects shall be carried out in accordance with the IDA work programme and with global implementation plans as described in Article 5.

3. The Community and the Member States shall mobilize the financial, technical and management resources and introduce the organizational measures necessary for the implementation of IDA projects.

## Article 4
Priorities

For the purpose of establishing the IDA work programme, and in the allocation of Community financial resources to IDA projects, priority shall be given to those projects which, by means of the establishment or enhancement of a sectoral network:

(a) directly contribute to removing the obstacles to the free movement of goods, persons, services and capital; or

(b) directly contribute to the successful implementation or the satisfactory operation of economic and monetary union; or

(c) support communication between the Community institutions; or

(d) contribute to the protection of the financial interests of the Community or to the fight against fraud; or

(e) otherwise facilitate the preparation for the enlargement of the European Union; or

(f) otherwise facilitate industrial competitiveness in the Community, with particular emphasis on SME competitiveness; or

(g) otherwise provide a direct benefit to the citizens of the European Union.

**Article 5**
Broad lines

1. In implementing IDA projects, the principles set out in paragraphs 2 to 8 shall be observed.

2. IDA projects shall comprise all actions necessary for the establishment or enhancement of sectoral networks, including feasibility studies and demonstrators, the establishment of working groups of Member State and Community experts, and the procurement of goods and services for the Community, as appropriate.

3. IDA projects shall include a preparatory phase, a feasibility phase, a development and validation phase, and an implementation phase.

   The preparatory phase shall lead to the establishment of the objectives, scope and rationale for the project, and the achievement of the necessary commitment and understanding amongst the participants through appropriate consultation.

   The feasibility phase shall lead to the establishment of a global implementation plan which shall comprise:

   (a) a description of the network or networks intended to be established under the project in terms of their objectives, functionalities, participants and technical approach;

   (b) the assignment of roles and tasks to the Community and to the Member States throughout the subsequent development and validation and implementation phases;

   (c) a detailed description of the expected benefits which includes assessment criteria for measuring those benefits beyond the implementation phase;

   (d) a schema which defines an equitable sharing between the Community and the Member States of the operational and maintenance costs of the networks concerned upon conclusion of the implementation phase.

   During the development and validation phase, the solution proposed for the network or networks concerned shall be constructed, tested, evaluated and monitored on a small scale, and the results shall be used to adjust the global implementation plan accordingly.

   During the implementation phase, the fully functional network or networks concerned shall be established in accordance with the global implementation plan.

4. IDA projects shall build on the horizontal actions and measures undertaken by the Community within the framework of Decision 98/XXX/EC[20] [adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic Interchange of Data between Administrations (IDA)]; in particular, common generic services and applications shall be used where appropriate.

5. The definition of user requirements for a sectoral IDA network shall be made within the framework of the Community policy or activity concerned and, in particular, in accordance with the applicable committee procedure within such policy or activity, if any.

6. Each IDA project shall be technically specified with reference to European standards or publicly available specifications, as appropriate, in order to ensure a high degree of interoperability between national and Community systems within and across administrative sectors and with the private sector. Particular account shall be taken of Community guidelines and support tools in the area of standardization in public procurement for ICT systems and services, such as SPRITE - $S^2$.

7. In the definition and implementation of each IDA project, care shall be taken to build on suitable results achieved by other relevant Community activities, in particular the Community research and technological development programmes and the Community activities in the field of trans-European telecommunication networks.

8. A post-implementation review of each IDA project shall be carried out within one year following the end of the implementation phase. The findings of such reviews shall be reported to the Member States.

**Article 6**
Community financial contribution

1. In the implementation of IDA projects, the Community shall bear costs in proportion to its interest.

2. The financial contribution of the Community for each IDA project shall be determined in accordance with paragraphs 3 to 7.

3. In the preparatory and feasibility phases of a project, the Community contribution may cover the full cost of the necessary studies.

4. In the development and validation phase and in the implementation phase of a project, the Community shall bear the cost of those tasks which are assigned to it in the global implementation plan of that project.

5. The Community may contribute, by means of direct grants, to the costs incurred by one or more Member States, in order for such Member States to carry out;

   (a) activities relating to an IDA project or network which are deemed to be of benefit to other participants or to other sectoral networks,

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(b) an enhancement of a national system which is deemed necessary in order to improve or simplify the overall implementation of a particular network system.

The intended grants will be specified in the IDA work programme for the current budgetary year. Other than in exceptional circumstances, grants shall not exceed one half of the expenditure actually incurred by each beneficiary Member State in implementing the tasks for which the grant is given.

6. Community funding under this Decision shall cease upon completion of the implementation phase of an IDA project; however, further funding may exceptionally be granted under this Decision in order to cover all or part of the cost of the operation and maintenance of an IDA network until the end of the year following the year in which its implementation is completed.

7. The Community may also, within the framework of this Decision and until the end of 1999, bear the cost of the operation and maintenance of those IDA networks which are continued under this Decision and which are already operational on the date of entry into force of this Decision.

**Article 7**
Implementation

1. The Commission shall implement the Community action set out in Articles 3 to 6.

2. The procedure set out in Article 8 shall apply in respect of the approval, on the basis of the priorities established in Article 4 and the principles laid down in Article 5, of the section of the IDA work programme concerning the implementation of this Decision, which the Commission shall draw up at yearly intervals.

3. The procedure set out in Article 8 shall apply in respect of the approval on the basis of its compliance with the principles laid down in Article 5 of the global implementation plan of each IDA project at the end of the feasibility phase and at the end of the development and validation phase, as well as the approval of any subsequent substantial amendments to that implementation plan.

**Article 8**
Committee procedure

1. The Commission shall be assisted by a committee composed of representatives of the Member States and chaired by a representative of the Commission. This committee shall be called the Telematics between Administrations Committee (TAC).

The representative of the Commission shall submit to the committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft within a time-limit which the chairman may lay down according to the urgency of the matter. The opinion shall be delivered by the majority laid down in Article 148(2) of the Treaty in the case of decisions which the Council is required to adopt on a proposal from the Commission. The votes of the representatives of the Member States within the committee shall be weighted in the manner set out in that Article. The chairman shall not vote.

The Commission shall adopt measures which shall apply immediately. However, if these measures are not in accordance with the opinion of the committee, they shall be communicated by the Commission to the Council forthwith. In that event:

The Commission may defer application of the measures which it has decided for a period of not more than one month from the date of such communication.

The Council, acting by a qualified majority, may take a different decision within the time-limit referred to in the previous subparagraph.

2. The Commission shall regularly report to the TAC on the implementation of this Decision.

**Article 9**
Review and evaluation

1. The Annex shall be reviewed by the European Parliament and the Council at three-yearly intervals.

2. Two years after the entry into force of this Decision or any subsequent amendment of the Annex, and at three-yearly intervals thereafter, the Commission shall, in coordination with the Member States, carry out an evaluation of the implementation of this Decision.

3. The evaluation shall establish the progress and current status of the projects of common interest identified in the Annex.

   It shall also examine, in the light of the expenditure incurred by the Community, the benefits yielded by IDA networks to the Community, the Member States, Community industry and citizens of the European Union and dentify areas for potential improvement and verify synergy with other Community activities in the field of trans-European telecommunication networks.

4. The Commission shall forward its evaluation to the European Parliament and the Council together with its proposal for the amendment of the Annex.

**Article 10**
Extension to the EEA and associated countries

1. The IDA programme may be opened, within the framework of their respective agreements with the European Community, to participation by the countries of the European Economic Area and the associated countries of central and eastern Europe and Cyprus in projects of common interest which are relevant to such agreements.

2. In the course of implementing projects, cooperation with non-member countries and with international organizations or bodies, as appropriate, shall be encouraged.

**Article 11**
Other sectoral networks

1. With regard to the establishment or enhancement of all other sectoral networks which are not IDA projects (hereinafter "other sectoral networks"), Member States and the Community shall, in accordance with the relevant provisions of Community legislation governing the implementation of those sectoral networks, ensure that paragraphs 2 to 6 are complied with.

2. The other sectoral networks shall make use of the horizontal actions and measures undertaken by the Community within the framework of Decision 98/XXX/EC [adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the Interchange of Data between Administrations (IDA)], to the extent that those actions and measures are appropriate to meet the user requirements of the other sectoral networks.

3. Each of the other sectoral networks shall be technically specified with reference to European standards or publicly available specifications, as appropriate, in order to ensure a high degree of interoperability between national and Community systems within and across administrative sectors and with the private sector. Particular account shall be taken of Community guidelines and support tools in the area of standardization in public procurement for ICT systems and services, such as SPRITE - $S^2$.

4. In the definition and implementation of each of the other sectoral networks, care taken to build on suitable results achieved by other relevant Community activities, in particular the Community research and technological development programmes and the Community activities in the field of trans-European telecommunication networks.

5. A post-implementation review of each of the other sectoral networks shall be carried out.

6. In the implementation of the other sectoral networks the Community shall bear costs in proportion to its interest.

**Article 12**
Financial framework

The financial framework for Community action under this Decision for the period 1998-2000 shall be ECU 38.5 million.

Annual appropriations shall be authorized by the budgetary authority within the limit of the financial perspective.

**Article 13**
Entry into force

This Decision shall be published in the *Official Journal of the European Communities.* It shall enter into force on the third day following that of its publication.

**Article 14**
Addressees

This Decision is addressed to the Member States.

Done at Brussels,

For the European Parliament
The President

For the Council
The President

**ANNEX**

Projects of common interest in the sphere of trans-European networks for the Interchange of Data between Administrations

The following projects shall be projects of common interest under the IDA programme:

A. *In general*

1. Continuation of sectoral projects and measures undertaken under Council Decision 95/468/EC of 6 November 1995, with the exception of the following networks previously funded by the IDA programme, which are now specifically excluded from the new programme:

   SIGL

   VIES

   TRANSIT

   QUOTA

   EBTI

   TARIC

   SCENT CIS/FISCAL

   SEED - EXCISE CONTROL

   CCN/CSI;

2. Implementation of those networks required for the functioning of the European Agencies, and in support of the legal framework arising from the creation of the European agencies;

3. Implementation of those networks which, within the framework of the Community policies and activities and in unforeseen circumstances, are urgently required to support the action of the Community and the Member States in protecting the life and health of humans, animals and plants, the rights of the European consumers, or the fundamental interests of the Community.

B. *Enhancements to existing IDA projects:*

1. Extension of the Communication and Management of Official Documents project to all exchanges of information between the European institutions and Member State Governments and administrations and for the dissemination of Commission autonomous acts;

2. Enhancement of the SIMAP project to provide a telematic service which comprises the entire procurement process;

3. Extension of the EUPHIN (formerly CARE) healthcare network architecture to the exchange of new health-related information, such as the blood transfusion chain, new diseases, and home and leisure accidents;

4. Extension of the TESS framework to exchange information concerning new social security sectors, such as unemployment and family benefits;

5. Expansion and further development of EURES focusing on crossborder vacancy exchange and jobseeker information, decentralization, and improved public access;

6. Interchange of environmental data and information for EIONET;

7. Extension of access to environmental information to citizens;

8. Extension of the EMCDDA-REITOX drug monitoring system to include new national partners and topics such as drug-related urban crime;

9. Promotion and awareness activities for agricultural networks;

10. Extension of existing pharmaceutical networks to other scientific and regulatory areas and to other user communities, such as Industry and the citizen.

C. *Specific new networks supporting EMU and Community policies and activities*

1. Telematic networks to facilitate the monitoring of compliance with convergence criteria, the introduction of the EURO, and economic and monetary policy;

2. Telematic networks for the exchange of statistics in accordance with Community political priorities;

3. Telematic networks for the provision of statistical information to the citizen;

4. New telematic network systems for the collection and dissemination of statistical information;

5. New telematic projects in support of the management of agricultural markets and structure, more efficient financial management, and the fight against fraud in the agricultural sector;

6. Telematic networks for the exchange of farm accounts data (RICA) between national agencies and the Commission;

7. Improvement of horizontal telematic interchange systems in the agricultural sector;

8. Telematic networks to facilitate the collection, management and dissemination of information at the level of central and regional administrations concerning the implementation of regional and cohesion policies;

9. Automobile Type-Approval Data Interchange between Administrations, incorporating interactive database for Technical Services (LISTEC) and Directive referencing;

10. Telematic network for the exchange of information between Industrial Authorities, and between Industrial Authorities and Industry Federations;

11. Telematic network interface to existing Commission databases in order to facilitate the access of European organizations, and particularly SMEs, to Community sources of funding;

12. Telematic network for the exchange of information on cosmetics;

13. Telematic services for industry to alleviate the burden of administrative forms filling;

14. Telematic services for an early warning system on new synthetic drugs (EMCDDA);

15. Telematic services for the exchange of information concerning content issues on open networks, to promote the development and free circulation of new audio-visual and information services.

16. Telematic network in support of the exchange of data between Member States on driver, vehicle and transport operator information.

17. Telematic networks in support of the enlargement of the EU through the implementation of efficient electronic communication between the translation services of the Commission and the Council and the temporary translation/revision offices which may be set up in each candidate country.

*D. Globalization of the IDA networks*

1. Extension of the TESS architecture for information exchange concerning old age pensions to countries to which many citizens of Member States have emigrated;

2. Extension of access to EU healthcare and pharmaceutical telematic networks to international organizations; to the EEA, EFTA, CEECs and other Associated countries, and to G7 countries;

3. Ensure interoperability of environmental networks with third countries' Environmental Protection Agencies and international organizations;

4. Extension of access to the EMCDDA-REITOX telematic network to CEECs, EFTA and Mediterranean countries, as well as to third countries and international organizations exchanging information with the EMCDDA and the REITOX system.

*E. Inter-institutional projects:*

1. Implementation of a telematic link between the Commission, Council, institutions and the site of the EU Presidency;

2. Networking and document sharing between the European Agencies and bodies and between those and the European institutions;

3. Telematic network services in support of interinstitutional exchanges in the agricultural sector;

4. Telematic support for communication between the Community institutions by sharing/exchanging multilingual resources and organizing common access to terminology databases;

5. Support for interinstitutional exchanges by improving translation workflow management and translation support tools.

**Proposal for a**
**COUNCIL DECISION**

adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic Interchange of Data between Administrations (IDA)

(Text with EEA relevance)

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular the third paragraph of Article 129d thereof,

Having regard to the proposal from the Commission[21],

Having regard to the opinion of the Economic and Social Committee[22],

Having regard to the opinion of the Committee of the Regions[23],

Acting in accordance with the procedure laid down in Article 189c of the Treaty in cooperation with the European Parliament[24],

(1) Whereas the Council, in its Resolution of 20 June 1994[25], emphasized the need for coordination with regard to information exchange between administrations;

(2) Whereas the Council, in its Resolution of 21 November 1996[26], established new policy priorities regarding the information society;

(3) Whereas the Commission, in its communication of 19 July 1994[27], proposed an Action plan for the Information Society;

(4) Whereas the Commission has proposed an Action plan for the Single Market[28],

(5) Whereas the European Parliament, in its Resolution of 12 June 1997, invited the European Union and the Member States to take action with regard to the development and application of new information and communication technologies (ICT) in the next decade[29];

(6) Whereas the European Parliament and the Council, in Decision No 2717/95/EC, adopted a series of guidelines for the development of Euro-ISDN as a trans-European network[30];

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25 OJ C 181, 2.7.1994, p. 1.
26 OJ C 376, 12.12.1996, p. 1.
27 COM(94) 347 final.
28 COM(97) 184 final.
29 OJ C 200, 30.6.1997, p. 196.
30 OJ L 282, 24.11.1995, p. 16.

(7) Whereas the European Parliament and the Council, in Decision No 1336/97/EC[31], adopted a series of guidelines for trans-European telecommunication networks;

(8) Whereas, in order to establish economic and monetary union, to implement Community policies and activities and to support communication between the Community institutions and bodies, there is a need to establish integrated data communications systems between administrations, hereinafter referred to as telematic networks;

(9) Whereas such networks must link the information systems, both existing and future, of the Member State administrations and the Community across Europe and are, therefore, trans-European telecommunication networks for administrations;

(10) Whereas the effective linkage of such information systems requires a maximum degree of interoperability between the various systems and their components;

(11) Whereas it is essential to maximize interoperability in order to achieve economies of scale and to increase the benefits of telematic networks;

(12) Whereas an enhanced interface with public administrations will encourage citizens of the European Union to reap the benefits of the Information Society;

(13) Whereas the elimination of obstacles to communication between public administrations and the private sector is an important factor for the prosperity and competitiveness of Community industry;

(14) Whereas the Community is a user or a beneficiary of those telematic networks which support Community policies and activities, interinstitutional communication and economic and monetary union;

(15) Whereas the task of establishing such networks is incumbent on both the Community and the Member States;

(16) Whereas, in order to make efficient use of the Community's financial resources, it is necessary to avoid needless proliferation of equipment, repetition of investigations and diversity of approach;

(17) Whereas cost-efficiency, responsiveness, flexibility and adaptability to technological change in the establishment and operation of such networks can best be achieved by embracing a market-oriented approach;

(18) Whereas any measures to ensure interoperability between and access to such networks must maintain a judicious balance between satisfying common requirements and preserving national specificities;

(19) Whereas there is thus a need to carry out specific horizontal actions and measures in order to ensure interoperability between such networks;

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[31] OJ L 183, 11.7.1997 , p. 12.

(20) Whereas in accordance with the subsidiarity and proportionality principles established by Article 3b of the Treaty the objective of carrying out such horizontal actions and measures cannot be adequately attained by the Member States and can therefore, by reason of the scale and effects of the proposed action, be better attained at Community level; whereas the proposed action does not go beyond what is necessary to achieve the said objective;

(21) Whereas the implementation of the Agreement on the European Economic Area and of the association agreements with the European Community requires a high degree of interoperability within and across the relevant telematic networks;

(22) Whereas there is an inherent international dimension to telematic networks and electronic communication;

(23) Whereas the measures aimed at ensuring the interoperability of telematic networks between administrations are in accordance with the priorities adopted in relation to the guidelines for trans-European telecommunications networks;

(24) Whereas the Council has adopted Decision 95/468/EC)[32] on a Community contribution for telematic interchange of data between administrations in the Community (IDA),

HAS DECIDED AS FOLLOWS:

**Article 1**
Scope and objectives

1. The Community shall act in the field of trans-European telematic networks for administrations and. shall take the measures set out in Articles 3 to 10 and in Article 13 with the following objectives:

   (a) the achievement of a high degree of interoperability, within and across different administrative sectors and with the private sector, between the telematic networks established in the Member States and between the Community and the Member States in order to establish economic and monetary union and to implement the Community policies and activities referred to in Articles 3 and 3a of the Treaty;

   (b) the achievement of greater cost-efficiency, responsiveness, flexibility and adaptability to technological change and market evolution in the establishment and operation of such networks;

   (c) the extension of the benefits of such networks to Community industry and citizens of the European Union;

   (d) the promotion of the spread of best practice and the encouragement of the development of innovative telematic solutions in administrations.

2. This Decision forms part of the IDA programme.

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32 OJ L 269, 11.11.1995, p. 23.

## Article 2
Definitions

For the purpose of this Decision, the following definitions shall apply:

(a) a **telematic network** is a comprehensive data communication system, comprising not only the physical infrastructure and connections, but also the service and application layers which are built on top of this infrastructure, thus enabling the interchange of information electronically between organizations and individuals;

(b) a **sectoral network** is a trans-European telematic network for administrations, devoted to the implementation or the administrative support of one particular Community policy or activity which is hereinafter referred to as an *administrative sector;*

(c) **generic services** are telematic network functionalities which meet common user requirements, such as data collection, data dissemination, data exchange, and security. The characteristics of each service are clearly specified and associated with a guaranteed level of quality.

## Article 3
Horizontal actions and measures

1. In order to achieve the objectives laid down in Article 1, the Community shall undertake horizontal actions and measures, as provided for by Articles 4 to 10, in accordance with the IDA work programme.

2. Implementation of the horizontal actions and measures shall include feasibility studies and demonstrators, the establishment of working groups of Member State and Community experts, and the procurement of goods and services for the Community, as appropriate.

3. In implementing the horizontal actions and measures, care shall be taken to build on suitable results achieved by other relevant Community activities, in particular the Community research and technological development programmes and the Community activities in the field of trans-European telecommunication networks.

4. Horizontal actions and measures shall make reference to European standards or publicly available specifications, as appropriate, in order to ensure a high degree of interoperability between national and Community systems within and across administrative sectors and with the private sector. Particular account shall be taken of guidelines and support tools in the area of standardization in public procurement for ICT systems and services, such as SPRITE - $S^2$.

## Article 4
Generic services

1. The Community shall adopt all necessary measures in order for a wide choice of common generic services that meet sectoral user requirements to be made available to sectoral networks by telematic service providers on a competitive basis. These measures shall include the continuation of suitable measures undertaken under Decision 95/468/EC as appropriate.

2. With the aim of enabling sectoral network users to identify their technical requirements and making available the wide choice of common generic services that meet sectoral user requirements, the Community shall, in particular:

(a) define architecture guidelines for the sectoral networks designed to encourage interoperability between the various physical infrastructures and services;

(b) define and publish the specifications of the generic services which are commonly required by telematic networks between administrations, including the quality of service and the relevant interoperability requirements imposed by a multi-vendor environment;

(c) define and implement a mechanism through which the degree of interoperability between the services offered by the telematic service providers can be assessed and published;

(d) identify and/or specify appropriate standard interfaces to encourage portability and replicability of application developments;

(e) ensure a sustained evolution of common requirements and a continued monitoring of the telematics services offered by the said providers.

**Article 5**
Generic applications

The Community shall ensure that common tools and techniques are developed for sectoral network applications with the aim of reducing the overall costs associated with application development, rationalizing and improving technical solutions, decreasing the time required for the implementation of operational systems, and streamlining system maintenance.

For this purpose, the Community shall identify and specify, within sectoral networks, fundamental and recurring functionalities which can form the basis of generic applications or modules.

It shall also encourage the development and use of such generic applications and modules by sectoral networks; in particular, the proliferation of suitable solutions which are developed within a sectoral network shall be ensured.

**Article 6**
Information content interoperability

1. The Community shall encourage interoperability in terms of the content of the information which is exchanged within and across administrative sectors and with the private sector. For this purpose, and subject to the legal, security, and confidentiality requirements of the sectoral users, the Community shall adopt appropriate measures and, in particular, the following:

   (a) support for the efforts of the administrations of the Member States to ensure such interoperability, simplify administrative procedures and improve information flows;

   (b) coordination of the requirements of sectoral networks for formatted information exchange, and the ensuring of the proliferation of suitable solutions;

   (c) the monitoring of suitable technological developments in the field of electronic data communication, including innovative data collection and presentation mechanisms, investigation of their impact and encouragement of their adoption by sectoral networks.

2. For the purpose of paragraph 1, solutions facilitating interoperability between different message formats shall be preferred to, but not exclude, the development of harmonized message formats.

Solutions allowing the private sector to integrate administrative requirements easily into business processes shall also be favoured.

**Article 7**
Legal and security framework

The Community shall contribute to the identification and elimination of the legal and contractual barriers that impede the smooth exchange of data between network users and shall ensure an appropriate degree of security within sectoral networks. In particular, the Community shall,

(a) formulate, in cooperation with the Member States, a model legal and security framework for the trans-European interchange of data between administrations and between administrations and the private sector, in order to facilitate a common approach;

(b) support the efforts of the Member States to adhere to the framework referred to in (a) within their own administrative environments and, in particular, issue appropriate recommendations;

(c) ensure, with regard to sectoral networks and in accordance with the framework referred to in (a): the recognition, within the administrative environment of the Community, of the evidential value of the data exchanged; the establishment of a methodology for the protection of personal data; the definition of the rights and responsibilities of the users; the confidentiality, integrity, authentication and non-repudiation of the information exchanged, as well as measures to control access to networks;

(d) identify and analyse the different levels of security depending on the nature and purpose of sectoral networks;

(e) formulate guidelines and provide common solutions for the choice and implementation of tools, components and systems that ensure the identified levels of security.

**Article 8**
Quality assurance and control

The Community shall define, implement, and continuously update a quality programme which shall apply to the horizontal actions and measures under this Decision and to the projects of common interest under Decision 98/XXX/EC of the European Parliament and of the Council. That quality programme shall include the necessary actions to:

(a) improve the manner in which user requirements and project specifications are established;

(b) improve the quality of project deliverables, both in terms of compliance with project specifications and in terms of satisfaction of user expectations;

(c) ensure that the experiences gained are learning experiences and are disseminated through the spread of best practice described in Article 10.

**Article 9**
Interoperability with national and regional initiatives

In implementing the IDA programme, the Community shall endeavour to facilitate interoperability and cross-fertilization with similar initiatives relating to the interchange of data between administrations within the Member States.

**Article 10**
Spread of best practice

1. The Community shall ensure coordination and the exchange of views, knowledge, and experiences within and across sectoral networks, with a view to encouraging the wider adoption of good solutions and encouraging innovation.

2. The Community shall ensure general awareness of the achievements and benefits of the IDA programme, the dissemination of IDA guidelines and recommendations, and the coordination of user requirements and experiences with standardization bodies and Community standardization-related initiatives.

**Article 11**
Implementation

1. The Commission shall implement the Community action set out in Articles 3 to 10.

2. The section of the IDA work programme concerning the implementation of this Decision, which the Commission shall draw up at yearly intervals, shall be approved in accordance with the procedure set out in Article 12.

3. The common rules and procedures for bringing about technical and administrative interoperability shall be adopted in accordance with the procedure set out in Article 12.

**Article 12**
Committee procedures

1. The Commission shall be assisted by a committee composed of representatives of the Member States and chaired by a representative of the Commission. This committee shall be called the Telematics between Administrations Committee (TAC).

   The representative of the Commission shall submit to the committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft within a time-limit which the chairman may lay down according to the urgency of the matter. The opinion shall be delivered by the majority laid down in Article 148(2) of the Treaty in the case of decisions which the Council is required to adopt on a proposal from the Commission. The votes of the representatives of the Member States within the committee shall be weighted in the manner set out in that Article. The chairman shall not vote.

   The Commission shall adopt measures which shall apply immediately. However, if these measures are not in accordance with the opinion of the committee, they shall be communicated by the Commission to the Council forthwith. In that event:

   The Commission may defer application of the measures which it has decided for a period of not more than one month from the date of such communication.

The Council, acting by a qualified majority, may take a different decision within the time-limit referred to in the previous subparagraph.

2. The Commission shall regularly report to the TAC on the implementation of the present Decision.

**Article 13**
Evaluation

1. Two years after the entry into force of this Decision or any subsequent amendment of this Decision, and at three-yearly intervals thereafter, the Commission shall, in coordination with the Member States, carry out an evaluation of the implementation of this Decision.

2. The evaluation shall establish the progress and current status of the horizontal actions and measures provided for in this Decision.

It shall also examine, in the light of the expenditure incurred by the Community, the benefits yielded by such horizontal actions and measures to the Community, the Member States, Community industry and citizens of the European Union, and identify areas for potential improvement and verify synergy with other Community activities in the field of trans-European telecommunication networks.

3. The Commission shall forward its evaluation to the Council together with any appropriate proposals for the amendment of this Decision.

**Article 14**
Extension to the EEA and associated countries

1. The IDA programme may be opened, within the framework of their respective agreements with the European Community, to participation by the countries of the European Economic Area and the associated countries of central and eastern Europe and Cyprus in the horizontal actions and measures under this Decision.

2. In the course of implementing this Decision, cooperation with non-member countries and with international organizations or bodies, as appropriate, shall be encouraged.

Done at Brussels,

For the Council
The President

# FINANCIAL STATEMENT

## 1. TITLE OF OPERATION

**Trans-European Telematic Networks for Administrations (IDA)**

1.1 Projects of Common Interest for trans-European networks for the Interchange of Data between Administrations in Europe.

1.2 Actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic Interchange of Data between Administrations (IDA).

## 2. BUDGET HEADING INVOLVED

B5-7210. **Trans-European Telematic Networks for Administrations (IDA)**

## 3. LEGAL BASIS

*Proposal for a EUROPEAN PARLIAMENT AND COUNCIL DECISION on a series of guidelines, including the identification of projects of common interest, for trans-European networks for the electronic Interchange of Data between Administrations (IDA)*

*Proposal for a COUNCIL DECISION adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic Interchange of Data between Administrations (IDA)*

## 4. DESCRIPTION OF THE OPERATION

### 4.1 General objectives[33]

#### 4.1.1 Establishment of trans-European networks for the Interchange of Data between Administrations in Europe

(a) establishing operational, interoperable, trans-European telematic networks between Member State administrations, as well as between such administrations and the Community institutions and bodies as appropriate, enabling the efficient, effective and secure interchange of information in order to establish economic and monetary

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[33] Other Community initiatives related to specific policy areas, e.g. in the field of Customs and Indirect taxation, also concern the establishment of telematic networks between administrations in support of Community policies and activities. In order to avoid unnecessary duplications and foster synergy between these initiatives, the necessary coordination mechanisms are envisaged. Similar coordination mechanisms will be established between IDA and other related activities, notably in the fields of TEN-Telecom and R&D.

union and in order for the Member States and the Community to implement, within their respective areas of competence, the Community policies and activities;

(b) establishing integrated telematic networks for the facilitation of communication between the Community institutions and in support of the Community decision-making process

4.1.1.1. Measures proposed

(1) New projects: preparation, Feasibility studies, development, pilot projects and implementation of networks.

(2) Continuation and enhancement of existing IDA telematic systems. Complete projects initiated in the first phase of the IDA programme and migrate existing systems towards the use of common generic telematic services. Where applicable, provide an interface with industry and citizens.

(3) Globalization of IDA networks: identification and/or development of common requirements, standards, rules and guidelines for new participants; assisting the connection of individual countries/organizations to certain networks.

(4) Interinstitutional systems to ensure that the necessary telematic tools and techniques, particularly those providing facilities such as workflow management, electronic messaging and document exchange, are made available to support the administrative flows of information within the Commission, between the European institutions, and between them and Member State permanent representations.

4.1.1.2.Types of action

(1) Feasibility studies and demonstrators, meetings of experts and procurement of goods and services for the Community.

(2) Grants to the Member States.

**4.1.2 Interoperability measures for the interchange of data between administrations in Europe**

(a) achieving a high degree of interoperability, within and across different administrative sectors and with the private sector, between the telematic networks established in the Member States and between the Community and the Member States to implement the Community policies and activities;

(b) achieving greater cost-efficiency, responsiveness, flexibility and adaptability to technological change and market evolution in the establishment and operation of such networks;

(c) extending the benefits of such networks to European industry and European citizens;

(d) promoting the spread of best practice and encouraging the development of innovative telematic solutions in administrations.

4.1.2.1. Measures proposed

(1) Continue the provision of common telematic generic services under the TESTA initiative. Formulate architecture guidelines. Evolution of common generic telematic services: rationalize and globalize common solutions to common requirements; identify and select generic services from the marketplace, support system administrators and end-users. Assist existing networks to migrate to the use of generic services. Implement a methodology for telecommunication services certification in a multi-vendor environment. Identify and/or specify appropriate standard interfaces to encourage portability and replicability of application developments.

(2) Spread of best practice: encourage the development and proliferation of ideas, techniques and solutions which could ease the adoption process, and stimulate cross-fertilization between sectoral projects.

(3) Interoperability with national and regional initiatives: establish a mechanism to collect and disseminate information about the various national initiatives in the area of telematic networks between administrations in order to foster widespread interoperability.

(4) Application development policy: development of generic applications in order to achieve economies of scale. Identify and specify, within sectoral networks, fundamental and recurring functionalities which can form the basis of generic applications or modules. Proliferation of suitable solutions among sectoral networks.

(5) Action to improve information content interoperability: Establish commonly-agreed specifications where appropriate for the exchange of electronic documents, database querying and access and direct application-to-application communication; develop guidelines and examples relating to administrative re-engineering and the adoption of new working practices and innovative data collection and presentation mechanisms, investigate their impact, and foster their adoption by sectoral networks.

(6) Removal of legal barriers: Carry out relevant study of existing networks the aim to define through a pragmatic approach the legal and contractual issues hindering the smooth operation of the networks; derive guidelines for improving the legal and contractual environment in which the networks operate.

(7) Security measures: Establish a coherent set of measures, to be implemented as a first step to reduce the immediate risks to acceptable levels; define the security profiles, status and the corresponding security processes which need to be implemented; examine the feasibility of having access to certification authorities to implement certain data security mechanisms.

(8) Quality assurance: design and implement a quality programme for all measures and project development.

4.1.2.2. Types of action

(1) Feasibility studies and demonstrators, meetings of experts and procurement of goods and services for the Community.

(2) Publications, dissemination of information by electronic means, conferences.

**4.1.3.Operational expenses of telematic networks between administrations. Specific operational expenses**

The services required for the normal operation of IDA networks, including maintenance, user support and transmission costs, will be provided as generic services.

Provision of generic services will already be necessary during the implementation of a project.

Upon completion of the implementation phase, the Community share of the operational costs will be covered by sectoral budgets. However, in order to allow for the necessary budgetary arrangements to be made both in the Member States and in the Community, coverage of the operational expenses under the IDA budget is foreseen for a transitional period not exceeding two years for each network.

A transitional period is also foreseen for those networks which are continued under IDA II and which are already operational at the time the second phase of the programme enters into force. For technical and contractual reasons, these networks can only gradually be migrated towards the use of generic services. Thus, "old" operational expenses (i.e. specific to each network concerned and in many cases leaving scarce room for cost sharing between the Community and the Member States) will be phased out by the end of 1999. These costs are hereinafter referred to as "Specific operational expenses".

**4.2 Duration**

From 1998 to 2000

**4.3 Target audience**

Community institutions and Bodies, Member State administrations.

## 5. EXPENDITURE CLASSIFICATION

DNO; CD.

## 6. TYPE OF EXPENDITURE

The IDA budget shall support the actions included in the IDA work programme, whether new or continued from the work programme 1997. They include all relevant studies (in particular, feasibility and evaluation studies), meetings of experts, conferences, paper-based and electronic publications and, in general, the procurement of

goods and services to the Community for the establishment of networks, for the implementation of horizontal measures and in support of the programme management.

Co-financing of projects concerns only the public sector, i.e. Member State administrations. However, a strongly market-oriented approach will have the effect of shifting to the private sector investments and risks that in the past have been undertaken by the Community - in particular, where generic services are concerned.

Partnership with the public sector is implemented by means of a cooperation schema based upon the assignment of tasks to every project participant (i.e. Community and Member State administrations) under individual project implementation plans. The annual IDA work programme contains the ensemble of tasks assigned to the Community for the current year, which are primarily fulfilled by means of procurement.

Member State administrations carry out at their cost the tasks assigned to them in each project implementation plan, which include supporting all or part of the telecommunication costs, maintenance costs, purchase/leasing of equipment, etc.

However, subsidies to Member State administrations are also envisaged (up to 50% of the cost of the tasks concerned) in case they prove a more efficient means to facilitate overall network implementation or to reduce the associated cost. Any grants thus envisaged and the associated tasks will be specified in the annual work programme.

## 7. FINANCIAL IMPACT

### 7.1. Method of calculating total cost of operation

Assessment of the financial needs for the period 1998/2000 has been made on the following basis:

- It has been estimated that, in addition to the necessary continuation of existing projects, some 15 to 25 new sectoral projects will be launched during the new phase of IDA in order to attain the programme objectives. The cost of each project ranges between ECU 0.5 and 3 million (depending on the functionality required) until they become fully operational after a pilot phase. Part of the total cost of these projects will be covered by the use of generic services (about 30%).

- It has also been estimated that the cost for the implementation of interinstitutional projects capable of supporting the Community decision making process and the exchange of information/documents between European institutions amounts to ECU 11.5 million over three years, of which ECU 3.7 million will be devoted to telematic services, thus covered by the generic services line. The remaining ECU 7.8 million will cover the establishment of the basic interinstitutional system and three to five additional actions concerning translation facilities, or interinstitutional communication in specific sectors. The additional actions are estimated at ECU 1.8 million spread over three years given that they will be based on generic services and build on the basic system, which will allow to incur low development costs in the region of ECU 0.4 or 0.5 million each. The basic system is estimated at ECU 6 million spread over three years, and includes the following elements: further development and implementation of the production of electronic

documents in the institutions (ECU 1 million), the set-up, customization and implementation of workflow management systems within and between the institutions (ECU 2 million), the set-up of reference and dissemination environment in the institutions (ECU 1.2 million), the further enhancement of the parliamentary questions application (ECU 0.6 million) and finally operational support (ECU 0.4 million) and user-training (ECU 0.8 million) for the SEI-LEG application.

- The interoperability measures proposed have been estimated on the basis of past experience. The main part of the expenditure will be the provision of generic services, which will grow as new projects are being implemented and new services are provided to networks. The growth in constant ecus is about 20% per annum, taking into account the foreseen decrease in the price of telematic services.

- The specific operational expenses of existing networks are estimated at ECU 8.7 million in total, based on past expenditure. It is envisaged that these specific operational expenses will be phased out by the end of 1999, as and when migration towards the use of generic services and cost sharing with the Member States permit.

### 7.2. Breakdown by programme elements (current ECU million)

| Type | Project | 1998 | 1999 | 2000 | TOTAL |
|---|---|---|---|---|---|
| Projects of common interest | New sectoral projects | 2.50 | 3.80 | 5.50 | 11.80 |
| | Inter-institutional | 2.50 | 2.50 | 2.80 | 7.80 |
| | Globalization | 0.50 | 1.00 | 1.00 | 2.50 |
| | Continuation/enhancement of existing projects | 3.70 | 2.00 | 2.00 | 7.70 |
| **Subtotal** | | **9.20** | **9.30** | **11.30** | **29.80** |
| | | | | | |
| Interoperability measures | | | | | |
| | Generic services | 4.80 | 5.50 | 6.50 | 16.80 |
| | Spread of best practice | 0.50 | 1.00 | 1.00 | 2.50 |
| | Application development | 1.00 | 3.00 | 3.00 | 7.00 |
| | Interop with national and regional | 0.30 | 0.30 | 0.30 | 0.90 |
| | Information content interop. and standardization | 0.80 | 0.60 | 0.60 | 2.00 |
| | Legal barriers | 0.40 | 0.40 | 0.40 | 1.20 |
| | Security measures | 0.40 | 0.40 | 0.40 | 1.20 |
| | Quality assurance | 0.50 | 0.50 | 0.50 | 1.50 |
| **Subtotal** | | **8.70** | **11.70** | **12.70** | **33.10** |
| | | | | | |
| **Specific operational costs** | | **5.70** | **3.00** | **0.00** | **8.70** |
| | | | | | |
| **TOTAL** | | **23.60** | **24.00** | **24.00** | **71.60** |
| | | | | | |

## 7.3. Indicative schedule of appropriations

*7.3.1. Schedule for proposed new operation (numbers in million)*

| | 1998 | 1999 | 2000 | 2001 | 2002 | TOTAL |
|---|---|---|---|---|---|---|
| **Commitment appropriations** | 23.60 | 24.00 | 24.00 | - | - | 71.60 |
| **Payment appropriations** | | | | | | |
| **1998** | 4.00 | 5.00 | 5.00 | 9.60 | - | 23.60 |
| **1999** | - | 5.50 | 14.50 | 4.00 | - | 24.00 |
| **2000** | - | - | 5.50 | 14.50 | 4.00 | 24.00 |
| **TOTAL** | 4.00 | 10.50 | 25.00 | 28.10 | 4.00 | 71.60 |

For every yearly budget, 23% in payments are allocated for the current year n, 62% is allocated to year n+1 and 15% for year n+2. This follows from the current model of project type and behaviour of the sectors.

## 7.4. Multiannual actions schedule:

**INDICATIVE PLAN**

**ECU million**

| 1998 | 1999 | 2000 | **TOTAL 1998-2000** |
|---|---|---|---|
| 23.60 | 24.00 | 24.00 | 71.60 |

## 8. . ANTI-FRAUD MEASURES

Strict compliance with the rules and procedures governing procurement of goods and services to the Communities is ensured, in accordance with the financial regulation applicable to the general budget of the European Communities, the regulation on modalities for the implementation of the financial regulation and the internal rules of the Commission. The relevant protective clauses are included in all agreements and contracts between the Commission and the beneficiaries of payments. Only officially approved contract models are used and multiple controls are made on the procurement process in order to ensure correctness and transparency. Control measures are systematically included in all contracts and agreements, such as periodic reporting and production of predetermined deliverables at predetermined contract milestones. Verification of subventions and effective performance is made before any payments are authorised; this is carried out by means of visits on site, establishment and verification of performance metrics, etc.

## 9. COST-BENEFIT ANALYSIS

IDA's strategy to achieve a high degree of efficiency is based on three elements: procurement of generic telematic services from the market and use of generic applications as opposed to integral, tailored network development; spread of best practice among sectoral networks; implementation of a quality and evaluation programme encompassing all sectoral projects. It is thus intended to reduce the overall costs associated with the establishment and operation of networks, rationalize and improve technical solutions, decrease the time required for the implementation of operational systems, streamline system maintenance and facilitate network enhancement, while ensuring the highest degree of interoperability.

Generic services are already provided through the TESTA initiative. It is envisaged that there will be a shift towards a competitive schema in the second phase of IDA. Generic services in the marketplace will be constantly identified, specified, verified, and monitored. These activities will provide administrations with simple, generic service descriptions, classified by quality and selection criteria such as reliability, availability, performance, continuity, usability, and interoperability, in order to allow all users involved in the procurement of telematic services to obtain an acceptable and comparable quality of service throughout the Union. It will then be a straightforward process to select the best offer for the lowest price among a wide range of potential contractors while guaranteeing the required level of performance, security and interoperability. Continuous cost savings can thus be achieved by rationalizing and globalizing common solutions to common requirements, minimizing risks and creating economies of scale. Similarly, action will be undertaken in order to identify and specify, within sectoral networks, fundamental and recurring functionalities which can form the basis of generic applications or modules; development and use of such generic applications and modules by sectoral networks shall be fostered.

The IDA programme management will define a quality assurance and control policy which, as a horizontal activity, involves all IDA projects, and will design a quality programme that implements this policy during the project developments. This policy will encompass continuous monitoring and revision of the IDA QA Methodology which will apply to each project with regard to: system integration, provision of telecommunication services, software development, system operation, user support.

A global implementation plan for each project will provide a detailed description of the expected benefits including assessment criteria (such us quality and readiness of implementation, speed of information processing, speed of transmission, availability, customer satisfaction, cost, etc.) for measuring these benefits beyond the implementation phase. A post-implementation review of each IDA project shall be carried out within a year following the end of the implementation phase. The findings of such reviews shall be form the basis for the periodical evaluation of the entire programme at three-yearly intervals.

Spread of best practice is also a key factor in reaching technical consistency and avoiding needless overlaps and diversity of approach. It is envisaged to undertake all necessary actions in order to encourage the development and dissemination of ideas, techniques and solutions which could ease the implementation process and maximize the possible applications and benefits of communicating electronically over telematic networks, foster proliferation of suitable solutions and, in general, facilitate cross-fertilization between sectors in order to achieve greater cost-efficiency.

It is finally envisaged to carry out periodical evaluation of the implementation of this action (at three-yearly intervals).

This evaluation shall

(a) establish the progress and current status of the horizontal actions and measures provided for under this Decision,

(b) examine, in light of the expenditure incurred by the Community, the benefits reported by such horizontal actions and measures to the Community, the Member States, European industry and European citizens, and

(c) identify areas for potential improvement and verify synergy with other Community activities in the field of trans-European telecommunication networks

and provide elements for proposals with regard to the eventual review of the action.

## 10. ADMINISTRATIVE EXPENDITURE

### 10.1. Impact on the number of Commission staff

This action will not entail an increase in the number of the Commission staff. The allocation of the necessary staff will be based on the existing resources - eventually by way of internal reallocation.

The provision of the required administrative resources is dependant upon the annual decision of the Commission concerning the allocation of resources, taking particular account of the extra personnel and financial resources available by the budget.

## 10.2. Staff and administrative expenditure involved in the proposed operation.

The maximum administrative expenditure directly incurred by this action is estimated as follows:

- Projects have been classified as sectoral and non-sectoral. Based upon the degree of assistance required by each sector from IDA in the implementation of the respective sectoral projects, project management will be subdelegated to the service concerned whenever possible. Sectoral projects have thus been classified as subdelegated and non-subdelegated. Project administration has been broken down into main areas of action on a per-project basis. Overall programme management and administration has been calculated separately.

| DE FACTO PROJECT | | | Human Resources M/Y | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | A | | B | | C | |
| ESTIMATES | | | | | | | | |
| PROJECT TYPES: | | Max M/Y per project | | | | | | |
| I. | Sectoral - Sub-delegated budget | 0.25 A | | | | | | |
| II. | Sectoral - Non subdelegated budget | 0.35 A | | | | | | |
| III. | Non-sectoral | 0.5 A | | | | | | |
| | TAC Coordination I/I/III | 0.02 A | | | | | | |
| | Project Coordination (TAC) I/I/III | 0.01 B | | | | | | |
| | Administrative support II/III - B | 0.05 B | | | | | | |
| | Invoice Clearance type II/III | 0.05 C | | | | | | |
| | Secreterial support type II/III - C | 0.2 C | | | | | | |
| | TAC Secretariat | 0.01 C | | | | | | |
| **IMPLEMENTATION OF TRANS-EUROPEAN** | | | | | | | | |
| **TELEMATICS NETWORKS BETWEEN ADMIN.** | | **16.25** | | **11.14** | | **1.04** | | **4.07** |
| Project Management & Technical Co-ordination: | | | | | | | | |
| Type | Number | | | | | | | |
| I. | 17 | | | | | | | |
| II. | 11 | | | | | | | |
| III. | 4 | | | | | | | |
| **GENERIC SERVICES and APPLICATIONS** | | **4.90** | | **3.10** | | **0.30** | | **1.50** |
| Project Management & Technical Coordination: | | | | | | | | |
| Type | Number | | | | | | | |
| III. | 6 | | | | | | | |
| **SPREAD OF BEST PRACTICE** | | **1.95** | | **1.50** | | **0.20** | | **0.25** |
| Project Management & Technical Coordination: | | | | | | | | |
| Type | Number | | | | | | | |
| III. | 3 | | | | | | | |
| **LEGAL BARRIERS AND SECURITY** | | **2.50** | | **2.00** | | **0.25** | | **0.25** |
| Type | Number | | | | | | | |
| Specific | 2 | | | | | | | |
| **OTHER HORIZONTAL ACTIONS** | | **2.40** | | **1.75** | | **0.25** | | **0.40** |
| Type | Number | | | | | | | |
| Specific | 6 to 8 | | | | | | | |
| **ADMINISTRATION** | | **5.50** | | **1.00** | | **1.50** | | **3.00** |
| Staff Management & Development | | | 0.25 | | | | | |
| Operational & Administrative procedures | | | 0.25 | | | | | |
| Budget | | | 0.25 | | 0.50 | | | |
| Logistics/Archive | | | | | | | 1.00 | |
| Internal Quality | | | 0.25 | | | | | |
| Informatic and Secretarial Support | | | | | 1.00 | | 2.00 | |
| TOTAL | | **33.50** | | **20.49** | | **3.54** | | **9.47** |
| | | **34** | | **20** | | **4** | | **10** |

**Total cost of staff** = ECU 34 103 000/year = ECU 3.5 million/year.

**Missions:** ECU 47 500/year based on an estimate of ECU 2 500/year per staff of grade A involved in project management.

**Committee meetings:** ECU 66 000/year based on three committee meetings per year at an estimated cost of ECU 10 000 each plus six subgroup meetings per year at an estimated cost of ECU 6 000 each.

**Call for tenders evaluations:** ECU 30 000/year based on one general evaluation exercise per year.

ISSN 0254-1475

COM(97) 661 final

# DOCUMENTS

EN 01 15 16

Catalogue number : CB-CO-97-678-EN-C

ISBN 92-78-28621-4

Office for Official Publications of the European Communities

L-2985 Luxembourg

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