EUROPEAN LEGISLATION IDENTIFIER (2016.08)

IDENTIFICATION OF THE ACTION

Service in charge	Publications Office
Associated Services	Luxembourg, France, United Kingdom, Ireland, Denmark, Council of the EU, e-Law working group (e-law), Parliament, Council

EXECUTIVE SUMMARY

ELI is a basic building block for the interoperability and exchange of legislation data in Europe. It provides a practical and flexible system for naming legislation documents and for sharing metadata that is sufficiently standardised to realise the benefits of interoperable legislative data, while respecting each Member State's unique legislative and legal traditions.

ELI proposes a unique identifier (HTTP URI), which should be recognisable, readable and understandable by both humans and computers. In addition, ELI proposes a set of metadata elements to describe legislation in compliance with a recommended ontology. ELI aims to take into account not only the complexity and specificity of regional, national and European legislative systems, but also changes in legal resources (e.g. consolidations, repealed acts, codes etc.). ELI has been carefully constructed to respect the legal and constitutional differences between Member States.

With the ISA funding received in the frame of ISA work program 2014-2015, a number of assets were developed in view of facilitating the implementation of ELI by Member States. Since the beginning of this initiative, ELI has been deployed by different stakeholders including a growing number of Member States, which are considering ELI as a solution to enrich their legal acts and improve interoperability between systems. The ELI initiative starts bearing fruits but the work is not finished yet, the present request aims to pursue the effort started in the context of ISA Action 1.21 (2014-2015) and ISA[2] Action 6.4 (2016).

OBJECTIVES

ELI is a basic building block for the interoperability and exchange of legislation data in Europe. It provides a practical and flexible system for naming legislation documents and for sharing metadata that is sufficiently standardised to realise the benefits of interoperable legislative data, while respecting each Member State's unique legislative and legal traditions.

ELI comes as a response to the problem of not being able to refer in a unique and commonly acceptable way to the EU and national legislation thus hindering the exchange and sharing thereof, although it is at large available in electronic format.

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SCOPE

Tasks to be conducted in the scope of the proposed action:

1) Provide assistance to Member States in implementing ELI

This task foresees delivering technical and organisational assistance to Member States who are interested in implementing ELI; assistance can be delivered in the form of workshops, trainings, technical meetings, consultancy, etc.

2) Maintain ELI knowledge base and facilitate information sharing

As the number of Member States adopting ELI is growing, it is important to take on board the knowledge and expertise acquired by the new ELI implementers and update technical and general documentation (implementation guide, good practices, technical guidelines, etc.). Facilitating information exchange and peer review exercises via appropriate fora is an asset to share a common goal.

3) Guarantee maintenance and evolution of existing ELI assets and solutions

A number of generic assets have been developed since the beginning of the ELI initiative. Not only must these be maintained, but they must also evolve. This encompasses the adaptation to existing ELI assets to changes in formats, standards or platforms and further evolutions of the Cellar, the content and metadata repository of the Publications Office of the EU. This also includes possible adaptation/ configuration of developed solutions with the objective of making them more easily re-usable by Member States or other stakeholders;

4) Analyse and develop additional added-value services and tools:
Analyse, study and build services and tools to foster interoperability and create added-value between stakeholders and systems. Survey stakeholders in order to identify which services/ tools would best respond to actual user needs; Prospection and analysis of solutions in view of conceiving and deploying tools and services

for Member States (ie. mutualisation of systems and resources, RDF transformations, visualisation tools, increased linking granularity…) Development, deployment, testing, hosting and related tasks to ensure the functioning of the services/ tools. Investigation on legal requirements as to licensing/reuse.

The following components have already been identified:

- Visualisations tools
- Editing/annotation tool for semantic metadata
- RDF transformations
- Tools for preparation and conversion of legacy data at Member State Level
- Tools for searching across semantic metadata and full-text of legal publications

5) Standardisation as well as synergies with existing initiatives in the EU and internationally.

This includes continuing to progress ELI as a standard in the EU and internationally as well as engaging with groups and communities working in areas that relate to ELI;

6) Dissemination of results

• Outreach to commercial and non-commercial re-users as well as to the academic community;

• Organisation of events to promote ELI;

• Drafting success stories; best practices, news or other editorial contents about ELI for various dissemination channels in various languages;

• Translation and editing activities;

• Reporting about progress on ELI and presenting ELI project to various types of audiences.

ACTION PRIORITY

The ELI action strongly contributes to the interoperability landscape by enabling the exchange of legislation at EU level and beyond. Its results and outputs are reusable and are effectively being used by a growing number of Member States. By mid 2016, seven Member States had effectively deployed the European Legislation Identifier, while others are in the process of doing so. The adoption of ELI in the Union relies on the financial support provided via the ISA2 programme, as no other funding is available.

Contribution to the interoperability landscape

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

Question	Answer
Does the proposal directly contribute to implementing the European Interoperability Strategy, the European Interoperability Framework, or other EU policies with interoperability requirements, or needed cross-border or cross-sector interoperability initiatives? If yes, please indicate the EU initiative / policy and the nature of	The proposed ELI action meets the recommendations included in the European Interoperability Framework as it contributes to improving interoperability within the EU and across Member State borders and sectors. By making legislation available on

contribution.	the web in a structured way, it will be easier to find, share and reuse legislation, as prescribed by the public sector information (PSI) directive.
Does the proposal fulfil an interoperability need for which no other alternative solution is available?	ELI comes as a response to the problem of not being able to refer in a unique and commonly acceptable way to the EU and national legislation thus hindering the exchange and sharing thereof, although it is at large available in electronic format for which no other solution is available.

Cross-sector

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

Question	Answer
*Will the proposal, **once completed** be useful, from the interoperability point of view, and utilised in two (2) or more EU policy areas? If yes, which are those?*	The proposal aims at promoting the access and exchange of legal information within and across borders, thereby contributing to the development of the common area of freedom, security and justice. It is also in line with the European Union commitment to open up legislation as part of the implementation of the G8 Open Data Charter which aims to promote, amongst other things, transparency and government accountability. It also contributes to the re-use of public sector information and is thus in line with Directive 2013/37/EC.
*For proposals or their parts **already in operational phase**: have they been utilised in two (2) or more EU policy areas? Which are they?*	The ELI initiative is bearing fruit in the policy areas listed above as 7 Member States have deployed ELI in their systems thus enabling the improved exchange of legislation at EU level and beyond. Besides this, ELI is also a tool to facilitate reporting about the

	transposition process of EU legislation into national legislation and concrete tests are being conducted in cooperation with Member States in this framework.

Cross-border

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

Question	Answer
*Will the proposal, **once completed** be useful, from the interoperability point of view, and used by public administrations of three (3) or more EU Members States?*	Out of 18 Member States/candidate countries or EFTA States who have at the time of drafting of the present request, expressed their interest in the ELI action (participation in studies, trainings, requests or other) 7 Member States have effectively implemented ELI in their national legislation publishing systems.
*For proposals or their parts **already in operational phase**: have they been utilised by public administrations of three (3) or more EU Members States?*	7 Member States have effectively implemented ELI in their national legislation publishing systems.

Urgency

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

Question	Answer
Is your action urgent? Is its implementation foreseen in an EU policy as priority, or in EU legislation?	The present request aims to pursue the efforts conducted in the context of ISA Action 1.21 (2014-2015) and ISA Action 6.4 (2016) as the project is starting to bear fruit.
Does the ISA[2] scope and financial capacity better fit for the implementation of the proposal as opposed to other identified and currently available sources?	No other financial sources are available.

Reusability of action outputs

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

Name of reusable solution	ELI ontology
Description	The ELI ontology and specifications to uniquely identify, structure and enrich legal acts. For more information, please refer to the ELI ontology repository on: http://publications.europa.eu/mdr/eli/ The ELI ontology needs to be maintained and evolve. It's evolution is essential to cater for the needs of implementing Member States.
Reference	http://publications.europa.eu/mdr/eli/
Target release date / Status	Available
Critical part of target user base	yes
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	Currently 7 Member States base themselves on the ELI ontology but more are working towards integrating ELI in their systems. In 2017, the number of 10-12 ELI implementers should be reached.

Name of reusable solution	Open Source Cellar - content and metadata repository
Description	Source code of Cellar available on Joinup under EUPL licence for possible reuse by interested third parties. System made available to Member States interested in an advanced system that can be configured with ELI ontology
Reference	https://joinup.ec.europa.eu/software/cellar/description
Target release date / Status	Available since 2015
Critical part of target user base	
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	

Name of reusable solution	RDFEdit
Description	RDFEdit is a tool to search, display and edit the metadata of legal resources in the Publications Office's Cellar database (an RDF triplestore database). It includes the RDForms JavaScript template mechanism, enabling RDF data to be easily displayed or edited.

	While RDFEdit contains some coding specific to the Cellar API (to load RDF data and generate update instructions, for instance), its architecture is entirely generic and relies on OWL ontology parameters and additional annotations to display and edit templates.
Reference	https://joinup.ec.europa.eu/svn/rdfedit/
Target release date / Status	Available
Critical part of target user base	
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	

Name of reusable solution	ELI methodology and technical guide
Description	These are implementation guide covering both general and technical aspects of the ELI implementation. They are an essential resource for interested implementers.
Reference	http://data.europa.eu/doi/10.2830/813167 and http:// http://data.europa.eu/doi/10.2830/74251
Target release date / Status	Available
Critical part of target user base	
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	

Name of reusable solution	List of solutions to be developed
Description	- Solutions for data visualisations - Validation solutions - Editing/ annotation tools - RDF transformations/MD retrieval - Solutions for processing legacy data - Tools for searching semantic data - 'Elification' of Cellar repository (target 2018)
Reference	
Target release date / Status	

Critical part of target user base	
For solutions already in operational phase - actual reuse level (as compared to the defined critical part)	These solutions are foreseen to be developed as OpenSource solutions to be made available via Joinup

Level of reuse by the proposal

The re-use by the action of existing common frameworks and elements of interoperability solutions.

Question	Answer
Does the proposal intend to make use of any ISA[2], ISA or other relevant interoperability solution(s)? Which ones?	- ISA Action 1.13 LEOS – the Leos editor is an asset on which we could build to develop an ELI editing solution -ISA Action 1.1. Improving semantic interoperability in European eGovernment systems - building on development of Greek e-legislation pilot which relies on ELI URIs to retrieve the metadata
For proposals or their parts already in operational phase: has the action reused existing interoperability solutions? If yes, which ones?	- The ELI deployment at the Publications Office uses persistent URIs under the data.europa.eu domain - The Joinup platform to disseminate our OpenSource developments - CircABC is used as a document exchange platform with the Members of the ELI Taskforce

Interlinked

The link of the action with Union initiatives to be measured by the collaboration and contribution level of the action to Union initiatives such as the DSM.

Question	Answer
Does the proposal directly contribute to at least one of the Union's high political priorities such as the	The proposal directly contributes to building bridges between the different national legal

DSM? If yes, which ones? What is the level of contribution?	systems across the EU. As such it directly contributes to the priority https://ec.europa.eu/priorities/justice-and-fundamental-rights_en The ELI initiative allows the reuse of data and thereby creates the opportunity of texts being reused, and new value added services to be developed. As such it contributes to priority: https://ec.europa.eu/priorities/digital-single-market_en

PROBLEM STATEMENT

ELI comes as a response to the problem of not being able to refer in a unique and commonly acceptable way to the EU and national legislation thus hindering the exchange and sharing thereof, although it is at large available in electronic format.

EXPECTED BENEFICIARIES AND ANTICIPATED BENEFITS

A Member State having implemented ELI, will be able to exchange legislative information more quickly, efficiently and reliably. ELI also facilitates efficient searching of legislation of other jurisdictions with cross border searches. It also enables a more precise investigation and understanding of the transposition of directives. A concrete example thereof is France who successfully implemented in July 2015 a mechanism to link ELI references from http://data.europa.eu/ ELI and display them on Légifrance: http://www.legifrance.gouv.fr/. The implementation of this interoperability feature by France demonstrates a concrete benefit of the ELI system.

ELI is cost effective because it is merely a specialisation of how resources are generally identified on the web. As ELI is targeted as being an extension to existing systems, the initiative can be implemented by Member States at a reasonable cost.

Finally, it is important to note that the approach to ELI benefits from the work that goes into technologies and standards for Linked Open Data and the semantic web.

Beneficiaries	Anticipated benefits
Member States	Facilitating access to legislation reduces burden for public administration. Structuring data and optimisation of production flows can lead to reduction of production cost for legal information publishers. Improved transparency
Member States -	Member States can draw on the knowledge base which has been acquired

implementers	based on the experience of the pioneering implementers to implement ELI. Technical documentation as well as training and assistance can be offered to facilitate the implementation of ELI by future implementers.
European Commission	Improved transparency and better integration and efficient exchange of information, e.g. transposition of Directives. Increased quality and reliability of data. Greater interoperability and improved cooperation.
Citizens and businesses	Effective, user-friendly and faster access to legislation as well as exchange of information between heterogeneous systems for citizens and legal professionals (legislators, judges …). Improved discoverability of legal data, reducing costs for businesses. Smart use of data allowing the development of new value-added services on existing data. An improvement of metadata, through the ELI ontology, could lead to more informative summaries of legislation, especially for non-legal professionals.
Candidate countries, EFTA and other countries	Better integration and efficient exchange of legal information with the European Union.

ORGANISATIONAL APPROACH

Expected stakeholders and their representatives

Stakeholders	Representatives
Project Manager	Publications Office of the European Union
Chair	Valeria Sciarrino Head of Unit Official Journals and Case-law production Publications Office of the European Union valeria.sciarrino@publications.europa.eu www.publications.europa.eu
Co-chairs	Luxembourg John Dann Chargé de la direction adjoint Ministère d'État Service central de législation john.dann@scl.etat.lu www.legilux.public.lu France Jean-Michel Thivel Chef du service Administration générale, documentation et informatique Premier ministre Secrétariat général des affaires européennes

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	Italy Antonio Antetomaso Ingegn. e Industrializzazione progetti Sviluppo Business e Solutions Istituto Poligrafico e Zecca dello Stato S.p.A. a.antetomaso@ipzs.it
	Finland Aki Hietanen Chief of Information Services Ministry of Justice Finland aki.hietanen@om.fi

Identified user groups

- Member States
- Member States - implementers
- European Commission
- Citizens and businesses
- Candidate countries, EFTA and other countries

Communication plan

e-Law group of the EU Council	EU e-Law members	Twice a year during each Presidency, June and December.
Promote and share the work on ELI	National/ International community	Specific events to be organised
Steering Committee	Publications Office, Luxembourg, France, Finland, Denmark, Ireland, United Kingdom, Italy	Quarterly
Stakeholders interested in ELI	ELI website published on EUR-Lex	Regular updates

Governance approach

A Task Force was set-up under the auspices of the EU Council Working Party e-Law (e-Law) to study the future developments of the ELI standard. The Task Force is made up of Denmark, France, Luxembourg (chair), Ireland, Italy, Finland, the United-Kingdom and the Publications Office of the EU.

The approach is characterized by helping other Member States adopt ELI, by sharing knowledge/expertise, without imposing a strict given schema and by taking into account their national specificities.

The project is followed by a Steering Committee, chaired by the Publications Office of the EU and co-chaired by Denmark, Ireland, Italy, Finland, France, Luxembourg and United-Kingdom.

The Taskforce and Steering Committee meet at regular intervals in order to review the ongoing activities and collectively decide on the developments to be conducted in line with the adopted strategy.

TECHNICAL APPROACH AND CURRENT STATUS

ELI is based on a gradual three-step approach defined as follows:

• uniform rules governing the identification and designation of and access to national and European legislation (URI: Uniform Resource Identifiers),
• metadata describing the legislative resources,
• ontology - information exchange format - describing the properties of the legislative texts and their relationship with other concepts or legislation.

Currently ELI is implemented in 7 Member States and at the Publications Office with more Member States, candidate countries and EFTA States interested in implementing it in their publishing systems.

Note: A financing request under work programme ISA 2 was submitted in August 2016. This financing request set objectives covering a period of two years, ie. 2016 and 2017.

Those objectives remain the same under the present financing request, however, since the ISA2 funding was only made available in May 2016, a number of activities foreseen in 2016 have not been started at the time of drafting of the present request.

Therefore, the financial estimation for 2017 is being scaled down in comparison with last year's estimate, in order to realistically reflect the number of activities that can still be conducted by the end of the financial year 2017 .An estimate of the resources needed for 2018 will be submitted in 2017.

COSTS AND MILESTONES

Breakdown of anticipated costs and related milestones

Phase: Initiation Planning Execution Closing/Final evaluation	Description of milestones reached or to be reached	Anticipated Allocations (KEUR)	Budget line ISA/ others (specify)	Start date (QX/YYYY)	End date (QX/YYYY)
Assist Member States in ELI adoption:	Assistance workshops; Trainings; Technical meetings; Consultancy (cost/benefit analysis; impact assessment, technical solutions); Assistance with mass transformation of existing data	190		Q2/2016	Q4/2017
Maintain knowledge base and facilitate information sharing	Update of technical and general documentation (review and translation into French) ; Management of peer reviews and information exchange with stakeholders	80		Q2/2016	Q4/2017
Guarantee maintenance and evolution	Update of technical tools to changes in formats, standards,	92		Q2/2016	Q4/2017

of existing ELI assets and solutions	platforms (documentation review and translation into French); Open-sourcing of solutions, including their hosting; Adaptations in context of re-use by MSs or other stakeholders				
Develop added-value services	Analyse, study and build added-value services and tools Prospection and analysis activities	190		Q2/2016	Q4/2017
Standards	Progressing ELI as a standard Participation in groups and communities working in areas that relate to ELI	55		Q2/2016	Q4/2017
Dissemination of results	Reporting in English and in French, Drafting news, best practices, updates on ELI, news items, Translation Presenting ELI to appropriate audiences Half year report to the Council's eLaw group in English and French Organisation of events to promote ELI	138		Q2/2016	Q4/2017
	Total	745			

Breakdown of ISA funding per budget year

Budget Year	Phase	Anticipated allocations (in KEUR)	Executed budget (in KEUR)
2016		400	
2017		295	
2018			
2019			
2020			

ANNEX AND REFERENCES

description	Reference link	Attached document
Conclusions of the Council of the European Union on the European Legislation Identifier (ELI) 2012/C 325/02	http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2012:325:0003:0011:EN:PDF	
Report on the introduction of the ELI	9922/13 Jurinfo 25 28 May 2013	
Website informing on the progress of ELI in France	http://www.eli.fr	
Letters of support from Taskforce members		4