



JOINT LEGISLATIVE PORTAL (JLP)

29 May 2019

NOTE

Subject: Publications Office (OP) proposal for the development of the Joint Legislative Portal (JLP)

Executive summary

The working group in charge of the Joint Legislative Portal (JLP) has invited the Publications Office (OP) to submit a proposal "EUR-Lex+", in order to be able to evaluate this option for the implementation of the JLP.

OP proposes to build on the proven architectural components of the "EUR-Lex environment":

- the EUR-Lex portal and OP's common repository (CELLAR)
- the IMMC standard as exchange protocol
- the existing IMMC transmission channels already setup with the Council, EP, Commission, Court of Justice, ECA, EESC, CoR and ECB.

Consequently, the implementation of the JLP would benefit from:

- the information that is already present in EUR-Lex (see chapter 2.1.5.1)
- limited implementation costs for the institutions given the reuse of existing transmission channels
- the existing technical infrastructure (EUR-Lex, CELLAR, etc.) that requires no supplementary investments for the hosting of the JLP
- OP's experience in the field of Open Data: all public information of the JLP will be open by default.

The JLP would provide access to legislative procedures and in particular:

- an easy way to access the content by topics and by other search criteria
- a meaningful timeline highlighting pre-defined key events
- a user-friendly interface showing the current stage of a procedure and the next stages. Below it will be possible to see the previous stages of the legislative procedure
- an expert view for users needing all details.

The cost estimation is composed of several elements:

- OP implementation cost estimation: 150 K€ (+ 100 K€ set aside for the case the assumptions on which the OP proposal is based cannot be met in practice) and in addition OP internal resources of 3 FTE / year for the first year and 2.5 for the following 2 years
- OP operational cost estimation: 96 K€ / year and OP internal resources 0.5 FTE / year
- Additional OP legal analysis cost estimation: 20 K€ / year for the case that the relevant data providers

cannot provide OP with additional and improved metadata

- Council, EP and Commission costs: to be estimated by each institution as foreseen by the evaluation process.

The ISA2 programme could be used to finance the JLP development costs for 2020 and onwards.

For the governance structure and in accordance with the PM2 methodology, the Council, European Parliament and Commission (Requestor side) will be considered as project-owners and will have the responsibility for the decisions related to the project whereas the Publications Office will have the role as system supplier and be in charge of the implementation and the exploitation.

As a conclusion, the OP proposal is to implement a cost effective solution for the JLP by reusing existing building blocks, transmission channels and hosting capabilities of the EUR-Lex eco system, whereas the look and feel of the system can be adapted to the requirements of the institutions. .

1. Introduction

1.1. General considerations

OP is already collecting a big part of the content necessary for the legislative files meant to be integrated in the portal and disseminating it on the procedural view on EUR-Lex. The relevant information and documents on the legislative files are now sent to OP by the institutions involved in the legislative decision-making process through a standardised exchange protocol (named IMMC protocol). Currently, EUR-Lex provides information and documents related to legislative procedures in a well-structured and detailed way, in order to enable traceability of all the different stages in the lifecycle of a legislative procedure. The “Procedure” view is accessible via the proposal that starts the procedure, via the adopted act as well as via any other document belonging to a stage of the legislative procedure.

The EU Institutions¹ are using the IMMC protocol for exchanging legal data. The coverage of documents and data that are exchanged via the IMMC protocol continues to increase. For example, the internal preparatory documents and the information on the internal procedures of the Commission and the European Economic and Social Committee (with their relevant metadata) are transmitted to OP and visible on EUR-Lex (tab “Internal Procedure”).

All information that is accessible through EUR-Lex is stored as Open Data in OP's Common Repository, the CELLAR. CELLAR data is also directly accessible for internal and external reuse.

The proposal takes into account the results and recommendations of the Landscaping exercise by using the IMMC standard for transmission of content and metadata.

¹, EP, Council, Commission, Court of Justice, ECA, EESC, CoR and ECB.

1.2. General assumptions

Please find below a list of assumptions taken into account to establish this proposal.

List of assumptions:

Exchange protocol: IMMC will be the exchange protocol for the implementation of the supplementary exchanges required for the JLP. As the IMMC protocol already covers the exchange of pre-legislative documents it can be easily extended to cover the additional requirements of the JLP.

Network connectivity: OP proposes to use the same network connectivity as the one already in place in the context of the exchange of pre-legislative documents (PRELEG chains). The network connectivity between the institutions will work through eTrustEx (or its successor eDelivery). For EP specifically, as the network connectivity is based on FTP, OP recommends to envisage an adoption of eTrustEx (or its successor eDelivery).

Model: See annex

Time: Information will be transmitted to OP as soon as it is public. Documents that have been transmitted by error could be put under embargo, which immediately makes them inaccessible.

Public / private information: All content transmitted to OP will be publicly available on EUR-Lex and CELLAR. It will also be possible to send a URL to a non-public resource, e.g. on Register websites. In this case, the metadata of the resource that had been sent to OP would be visible to the user but the content would be public only to the same extent as it is public on the Register website in question. Moreover, OP has started a project to store non-public information in CELLAR with specific access, which could cover the needs of the JLP in a second phase.

Data quality: The quality of the data transmitted to OP is under the responsibility of the respective sender. In general, it will be of high quality and won't require extensive controls or corrections on the OP side.

Automatic processing: The received data will be automatically processed by OP right away.

Backlog: No backlog operation is foreseen.

Commitment of the institutions: The necessary technical and business teams in the institutions will be made available to work on the JLP project in high priority. Sufficient budget will be allocated to this project. Proactive communication will also be needed to guarantee a smooth execution of the project (exchange of information/validation concerning the extensions of the IMMC protocol and EUR-Lex mock-ups, testing and test data, etc.).

Volume of data: The volume of data as described in chapter 2.1.5.1 is compatible with the capacity of the IT systems involved on the OP side. Based on the volume of other collections of documents

processed on a daily basis, OP does not expect any issues at this level: by the end of 2018, EUR-Lex contained 8,572,024 documents (all languages combined). 24,191 documentary units or 230,112 texts (all formats and languages) were uploaded the same year.

Number of visits: The increase of visits foreseen is compatible with the hosting capabilities of EUR-Lex (60 million visits for 2018).

The capacity of the CELLAR will also be sufficient to cope with the supplementary load. Currently, the system is handling in average more than 12 million requests per day. About 95% of these requests are coming from the OP's websites where EUR-Lex is generating by far the most traffic. Each visit on EUR-Lex triggers multiple requests to CELLAR.

The ongoing migration of both systems to the Cloud (in collaboration with DG DIGIT of the Commission) that is planned to be finalised by the end of 2019 will further increase the scalability of both systems. Therefore, OP does not expect any issues in relation to traffic created by the JLP.

In case some of the above assumptions cannot be met in practice in the context of the JLP project, the impact for delivering a solution may have consequences when it comes to feasibility and additional budget, etc, which will need to be further analysed for the specific case.

2. Template for the new alternatives

2.1. Alternative A: Reuse current institutional systems (type “EUR-Lex”) plus the involvement of OP (Office of Publications)

2.1.1. Description of the solution

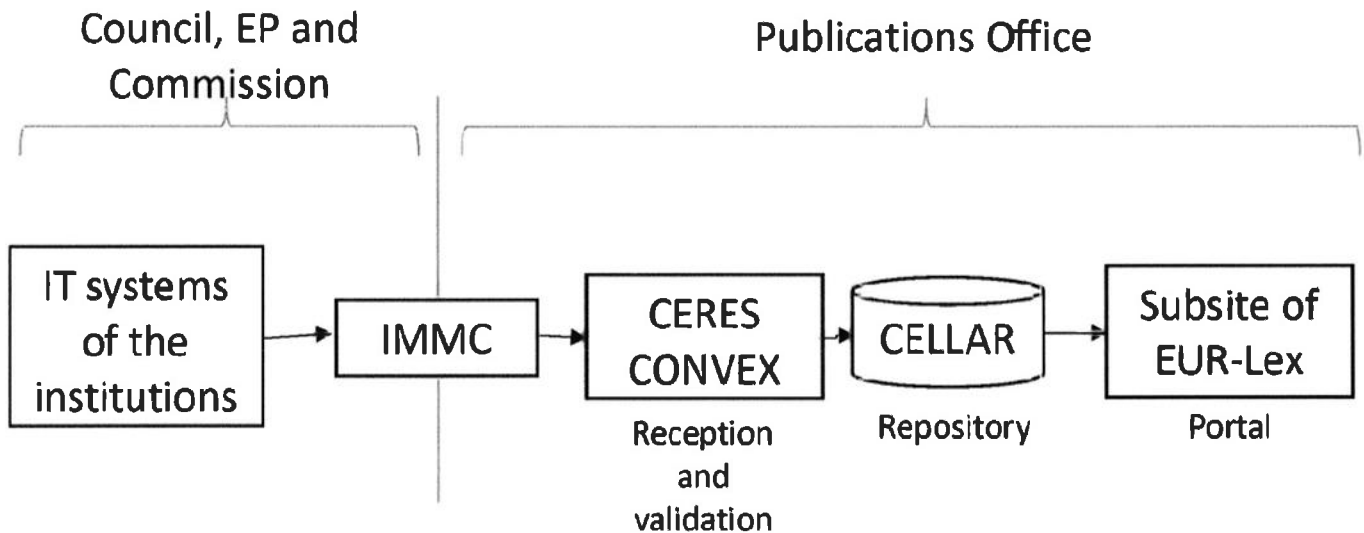
2.1.1.1. High level description of the solution

The solution proposed by OP is to extend and improve the legislative procedure view and features on EUR-Lex to cover the needs of the JLP.

In order to achieve this objective, OP proposes to reuse and extend the scope of the existing technical channels (IMMC) that have been put in place in the context of the IMMC-PRELEG project with the Council, EP, Commission, Court of Justice, ECA, EESC, CoR and ECB.

2.1.1.2. Architectural vision

The proposed architecture is based on the existing IT systems developed in the context of the IMMC-PRELEG project. The JLP is integrated as a subsite of EUR-Lex.



Each Institution provides its content contributing to the legislative procedure through IMMC transmissions.

The content is aggregated in the CELLAR repository using the procedure identifier that is common to all transmissions. The structure of the Information stored in the CELLAR is defined by an ontology, the Common Data Model (CDM).

EUR-Lex displays the aggregated information in a well-structured and user-friendly way.

2.1.1.3. Network connectivity between Institutions

The OP proposal is to reuse IMMC-PRELEG technical channels between the institutions and OP that are already in place:

- eTrustEx (or its successor eDelivery) for Commission, Council, Court of Justice, ECA, EESC, CoR, ECB.
- FTP for EP. If EP agrees, a migration to eTrustEx (or its successor eDelivery) could be foreseen.

2.1.1.4. Datacenter Infrastructure required (new-reused; type of infrastructure)

The JLP would be integrated in EUR-Lex and use the same hosting infrastructure.

EUR-Lex hosting infrastructure is currently composed of 16 application server instances running on Linux. The CELLAR has a similar architecture including two independent dissemination nodes that are running in two different data centres.

In 2018, the EUR-Lex infrastructure successfully served 60 million visits and the CELLAR replied to more than 4 billion requests.

A migration project of EUR-Lex and CELLAR infrastructure to (Amazon) Cloud is targeted by the end of 2019.

2.1.1.5. Reused systems / “pieces” – blocks / IT infrastructure description / open data initiatives

List of components reused:

- IMMC: protocol of exchange of information
- eTrustEx (or its successor eDelivery) / FTP: network
- CERES: reception and validation platform that receives and prepares the information for loading into the CELLAR
- CONVEX: conversion framework, would be used for conversions from DOC(X) to XHTML
- CELLAR: repository,
- SEARCH: EUR-Lex search engine, currently IDOL
- EUR-Lex: the portal

IMMC Builder could optionally be used to ease the generation of IMMC packages.

Infrastructure:

The existing hosting infrastructure of eTrustEx (or its successor eDelivery), FTP, CERES, CONVEX, CELLAR, SEARCH and EUR-Lex will be used in the context of the JLP.

Open data

OP has a broad experience in the field of open data.

All public metadata and documents stored in CELLAR (on which EUR-Lex is based) can be queried and reused by any third party application.

Moreover, EUR-Lex has interfaces that allow machines to query and access its metadata through web services (<https://eur-lex.europa.eu/content/help/webservice.html>) and links to the XML version of the notice (point 13 of this help page: <https://eur-lex.europa.eu/content/help/faq/intro.html>).

Finally, OP is responsible for the Open Data Portal (<https://data.europa.eu/euodp/en/home>), providing access to a wide range of data from the EU institutions and other EU bodies.

As a consequence, in the OP proposal, all public information of the JLP will be open by default.

2.1.2. Technological impact foreseen in the three Institutions by the Service Provider

The existing IT systems of the three Institutions can be reused. However, they need to be adapted to cover the additional needs of the JLP (for example, new types of documents and new metadata).

In addition, it is important that those IT adaptations are implemented so that the IT systems are able to comply with the assumptions listed in this document (and in particular the “automatic processing” assumption).

IMMC Builder could optionally be used to ease the generation of IMMC packages.

2.1.3. Process impact (if any) in the three Institutions

Some adaptations of processes will be required for adapting the IMMC transmission to the types of documents and their related metadata needed in the context of the JLP, especially those marked in black in the below table presented in paragraph 2.1.5.1.

The current processes may also need to be adapted to ensure:

- Data is transmitted as soon as it is public
- Well defined high level data quality
- Completeness of information
- Translations
- Filter out non-public information
- Correct structure of the information
- Use common authority tables wherever possible
- Etc.

2.1.4. Impact (if any) in other Institutions

OP already receives opinions from EESC, CoR, Court of Justice and ECA via the IMMC channel.
No major impact is expected.

2.1.5. Business objectives coverage (concept paper annex I & II)

2.1.5.1. Content of the portal

Phase I - ordinary legislative procedure

Colour codes used in the table:

Green: Information directly available in or accessible from the legislative procedure view on EUR-Lex.

Blue: Information directly available on EUR-Lex but not in or from the legislative procedure view.

Black: Information currently not available on EUR-Lex.

STAGE	EVENTS/DATES	LINKS/DOCUMENTS	INFORMATION ABOUT PLANNED EVENTS
COM proposal	- adoption of the legislative proposal by the Commission	- Commission proposals and accompanying documents, where relevant (SWD with impact assessment,	

		<p>public consultation, RSB's opinion, Roadmap, Inception impact assessment, Evaluation roadmap, Draft autonomous acts)</p> <p>- Link to COM Better Regulation portal</p> <p>- where relevant: amended Commission proposals or withdrawals</p> <p>- where relevant: corrigenda to Commission proposals</p>	
Advisory opinions	- dates of opinions of advisory committees and institutions (CoR, EESC, Court of Auditors, ECB, EDPS)	- opinions of advisory bodies (CoR, EESC, Court of Auditors, ECB, EDPS)	- deadlines for advisory bodies (EP)
National Parliaments	- dates of adoption of reasoned opinions and other responses	Reasoned opinions (and other formal reactions*) of national parliaments	- deadlines for national parliaments
EP mandate	<p>- receipt and referral in the EP</p> <p>- deliberations in EP committee(s) with links to recorded videos</p> <p>- adoption of final report/opinion/draft mandate where relevant;</p> <p>recommendations for second reading etc.;</p> <p>agreement where relevant</p> <p>- confirmation of mandate by plenary</p>	<p>- draft reports/opinions, amendments, compromise amendments, final reports/opinions;</p> <p>-negotiating mandate;</p> <p>- later: links to recorded videos</p>	- foreseen dates for deliberations and adoption of reports/opinions/negotiating mandates in committee and plenary.
Council mandate	<p>- deliberations in Council working parties</p> <p>- deliberations in Coreper</p>	- working group documents , Coreper documents, adopted Council documents ,	- foreseen dates of deliberations in Council working parties and in Coreper - where available

	<ul style="list-style-type: none"> - adoption of mandate in Coreper or Council/general approach or Council political agreement* 	<ul style="list-style-type: none"> Council positions including statement of reasons - later: links to recorded videos 	<ul style="list-style-type: none"> - foreseen dates for the adoption of mandate in Coreper or Council (general approach or Council political agreement) - where available
Negotiations	<ul style="list-style-type: none"> - trilogue dates 	<ul style="list-style-type: none"> - where relevant: Coreper/Committee chair acceptance letters with annexed provisional agreement 	<ul style="list-style-type: none"> - trilogue calendar - where available
Second reading & conciliation		<ul style="list-style-type: none"> -where relevant: Commission opinions on EP and Council positions 	<ul style="list-style-type: none"> - deadlines for second reading and conciliation
Agreement	<ul style="list-style-type: none"> - confirmatory vote in committee - confirmation of negotiated agreement in Coreper or Council - deliberations and adoption of the negotiated agreement by plenary - formal adoption of agreement by the Council (decision or Council position, where relevant) 	<ul style="list-style-type: none"> - later: links to EP plenary and Council minutes - later: links to recorded videos - finalised agreed text - any formal statements by the institutions which are part of the agreement* 	<ul style="list-style-type: none"> - planned date for confirmation in Coreper or Council - planned date for confirmation in EP committee - basic timeframe for legal-linguistic finalisation - planned date for adoption in plenary - planned date for adoption in Council
Signature and publication	<ul style="list-style-type: none"> - date of signature - date of publication in OJ 	<ul style="list-style-type: none"> - link to OJ (Eur-Lex) 	<ul style="list-style-type: none"> - planned date of signature - <i>planned date of publication in the OJ</i>
Empowerments		<ul style="list-style-type: none"> - when the final act includes delegation of power, links to delegated and/or implementing acts adopted on this basis as they are published in the Official Journal - - information from the Register of delegated acts and existing 	

		comitology register	
Implementation & application & review		<ul style="list-style-type: none"> - <i>Commission follow-up reports</i> - information from the future THEMIS - later: links to national implementing legislation and links to transposition measures in Eur-Lex** 	- dates for transposition, implementation and review

* OP receives those documents from the Council, but the labels of those documents should be improved.

** Reference to transposition measures always available. Link or text available for 11 Member States on a voluntary basis.

Contextual information:

- **responsible EP committees (report and opinions)**
- members of EP negotiating team (**rapporteurs** and shadow rapporteurs, committee chairs),
- relevant Council working bodies (WP, Coreper I or II), **responsible Council formation**, names of responsible Coreper and Council chairs
- **responsible members of the Commission**
- **responsible Commission services (Unit/DG)**
- *later: link to annual and multiannual programmes – Joint Declaration of the three institutions, annual and multiannual programming, Commission Annual Work Programme*
- *later: links to related research documents from the institutions (such as European added value, Cost of Non-Europe, EPRS studies etc.)*
- later: links to additional available audio-visual material produced by the institutions

Phase II - special legislative procedures

IMMC-PRELEG chains are currently covering all interinstitutional procedures (OLP and special legislative procedures). From the metadata perspective, special legislative procedures are currently treated the same way as the OLP. However, the display is slightly different.

The exact coverage for the JLP will be assessed when specifications have been finalised.

Additional extensions

OP already has other documents which could be included in the scope of the JLP:

- EU Member's states initiatives to be included in the proposal stage
- Opinions of the Fundamental Rights Agency (FRA) linked to legislative files.

In addition, OP would see it as an interesting extension to add press releases and link them to the corresponding legislative procedures.

2.1.5.2. Functionalities of the Portal

User interface in general:

As a sub-site of EUR-Lex, the JLP can have a specific, more user-friendly look & feel, to be defined together with the working group.

It can contain a simple search form, as presented in the mock-up below. The user will be able to:

- i) search directly by inserting a topic, a procedure number or words contained in the title or the text of the procedure,
- ii) browse the procedures by topic, or
- iii) apply more specific search options.










Search in lawmaking procedures

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[More search options](#) ▾

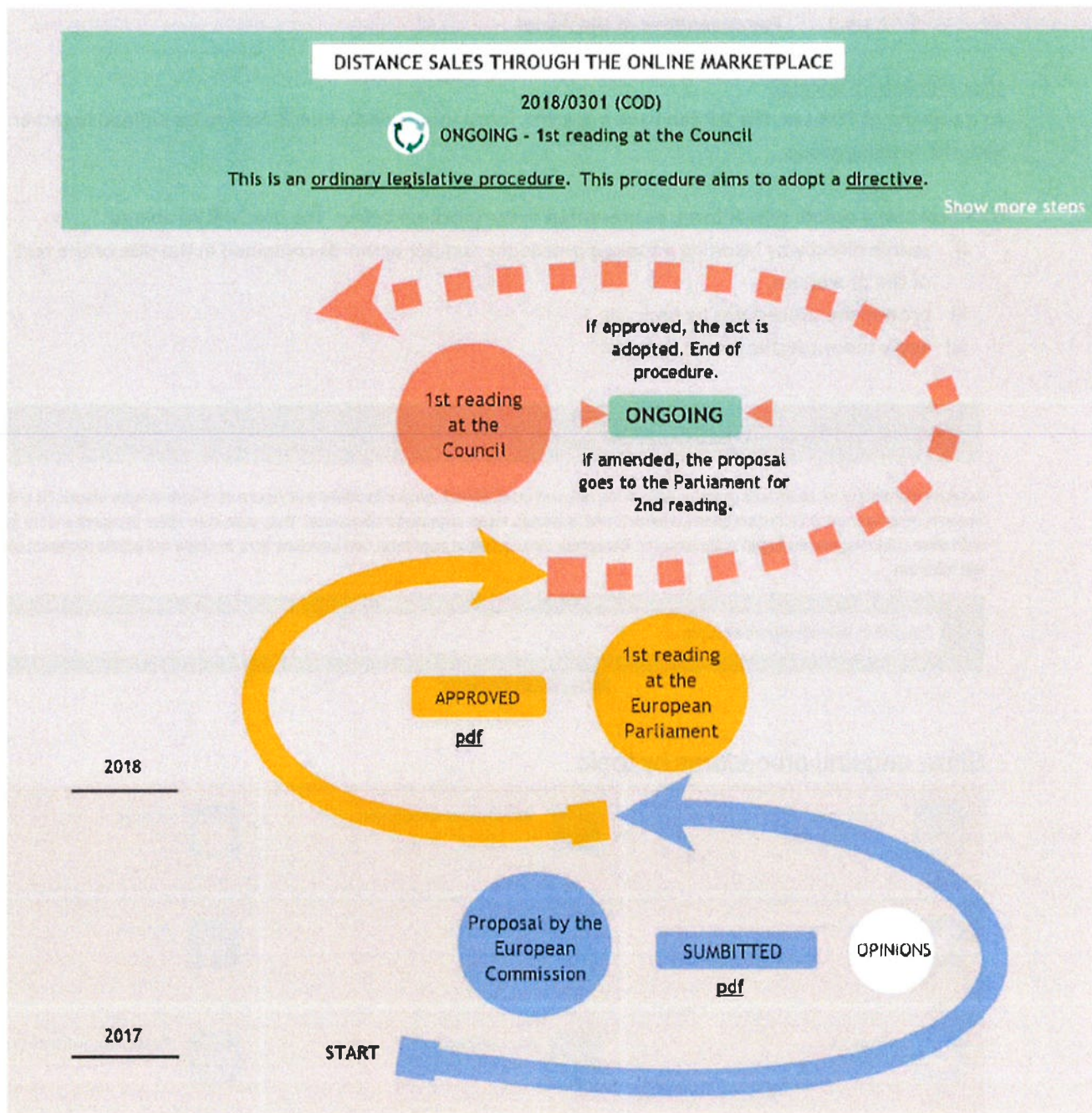
Show ongoing procedures by topic

 Agriculture	 Audiovisual and media	 Budget
 Competition	 Consumers	 Culture
 Customs	 Development	 Economic and monetary affairs

After application of the search criteria, a list of procedures would be displayed or, if there is only one search result, directly the timeline view of the concerned procedure.

- timeline view

The main procedural view – the timeline will show the main path of a procedure in a lively way. It will highlight the currently ongoing event of the legislative procedure, show the completed stages and indicate what are the possible future stages. The mock-up shows an example of how this can be done but this will be further exploited together with the institutions.



The key events (e.g. proposal by the European Commission, 1st reading at the European Parliament in the mock-up) will indicate which institution is acting. The ongoing event will be presented using interrupted lines, while the completed stages will have a full line. The future possible events will be explained in short plain sentences. The timeline will change when a key event in the procedure has been completed; see examples below:

DISTANCE SALES THROUGH THE ONLINE MARKETPLACE

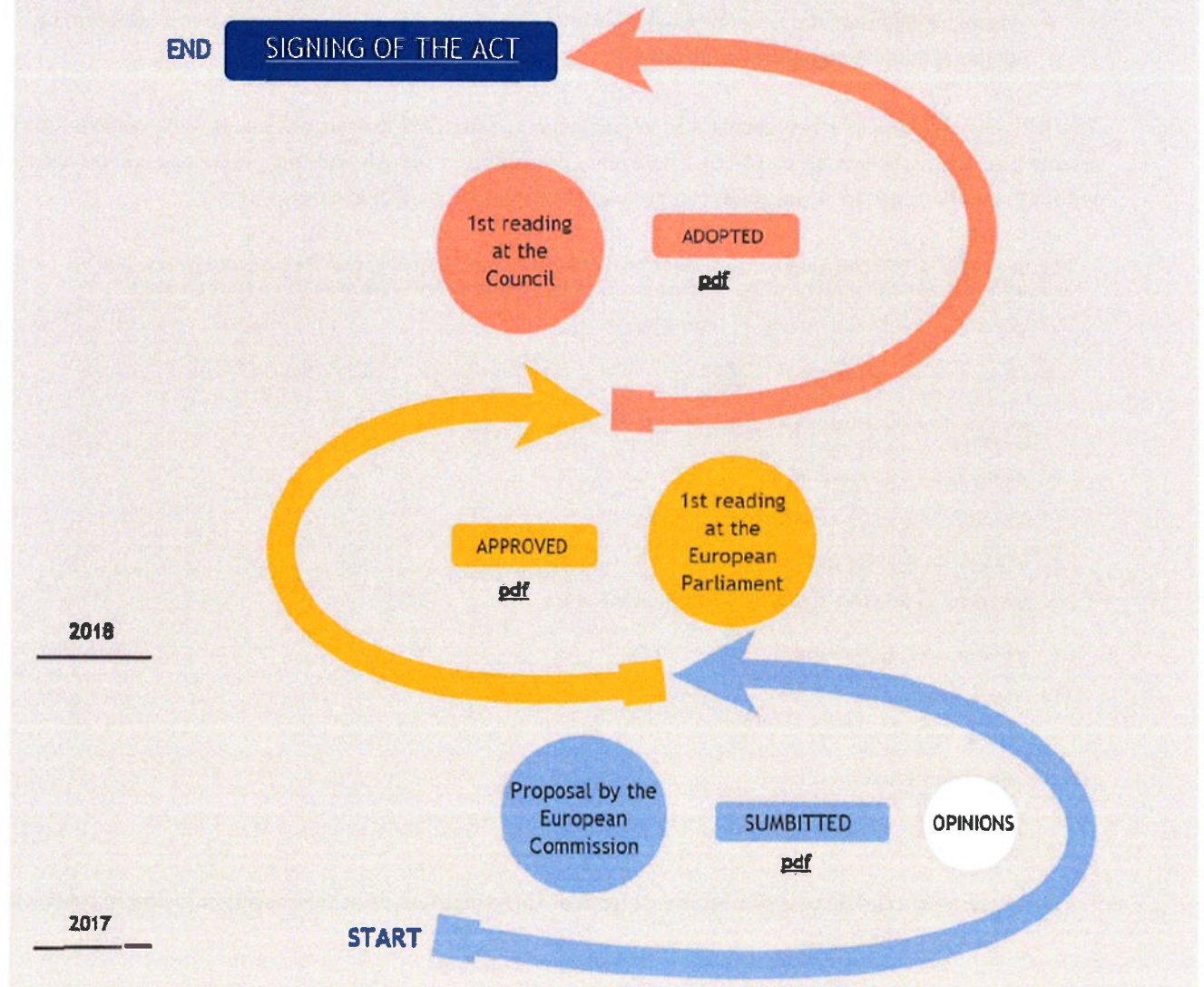
2018/0301 (COD)



COMPLETED - Directive (EU) 2019/881 on distance sales through the online marketplace

This directive was adopted through the ordinary legislative procedure.

[Show more steps](#)



- user-friendly interface (later: personalisation based on individual accounts, extended data view for “expert” users)

Nowadays, EUR-Lex users can create an account to customize their interface. A similar functionality would be available for the JLP. The users will be able, e.g. to change the order of the topics to browse according to their preference. Moreover, the users will be given a choice between a simple view and an expert view

when they open JLP. It will also be possible to switch between the simple view and the expert view with one click from the procedure page ("Show more steps"). The expert view would provide direct access to more dense information. More metadata would be at direct reach of the expert user.

- developed with a multilingual structure, though the user interface will initially be English only, later extended to all languages

OP proposes to immediately provide a multilingual structure. EUR-Lex is multilingual by default and, at the same time, allows publishing in one language only.

- visual highlighting of pre-defined of key events (adoption of mandates, negotiations, adoption by plenary/Council, signature, publication)

The JLP view will highlight key events and in particular put forward the current event and possible future events (see the mock-ups on p. 14-16). The events presented in the JLP and their sequence will be agreed within the working group. Inspiration can be taken from the PublicAccess.eu showcase²:

Directive 2010/30/EU of the European Parliament and of the Council of 19 May 2010 on the indication by labelling and standard product information of the consumption of energy and other resources by energy-related products

Summary of legislation Consolidated version Published act

Procedure Timeline Author Type

- + Adoption of the draft legislative act (proposal) by the European Commission
- + Scrutiny by the national parliaments
- + Opinions of other institutions and bodies of the EU
- + Co-legislation of the European Parliament and the Council of the EU
- + Adoption of the act and its publication in the Official Journal of the EU
- + Amendments by legislative acts
- + Delegated acts
- + Implementing acts
- + Further guidance measures

- easy, single click access to documents from all three institutions as well as advisory committees and national parliaments

OP proposes for the future JLP to have the main document of key events accessible by a single click.

For other events (or sub-events of the procedure), additional information as well documents would be displayed after clicking on the key event "bubble".

² <https://publications.europa.eu/en/web/public-access/showcase>

- advanced search functions, which may be later extended to a “federated” search for documents in different institutions’ registers and websites

The OP proposal includes full text search on the documents transmitted via IMMC, available from the “Search in lawmaking procedure” field on the JLP main page. (In the first implementation, if documents are available via links, the search will only be possible on the transmitted metadata, including the title. The proposal at this stage is not a proposal for a full-fledged federated search.)

The advanced search options would be available after clicking on “More search options” on the main JLP page. They could be displayed as follows:

Search in lawmaking procedures

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Proposal (COM)

Year

Number

Short title

Procedure status

Ongoing procedure
 Completed procedure
 Stopped procedure
 All

Date

dd/mm/yyyy

📅

Procedure number

Year

Number

Type

▼

Actors

EJ

Search

[Less search options ▲](#)

Show ongoing procedures by topic

Agriculture

Audiovisual and media

Budget

In addition to the search criteria presented above, OP would also see added value in including other criteria, in particular:

- the responsible DG of the Commission
- the responsible Parliament committee

- Council formations or working groups.³

Finally, the JLP could offer export functionalities for search results. Full texts (PDF/HTML) of documents linked to one legislative procedure or a group of legislative procedures selected based on a pre-defined criteria could be exported in one file with a table of content. OP is currently discussing a similar functionality with the CJEU with regard to the case law documents. A prerequisite for a fully-fledged functionality is that the documents are available in Cellar and not as external links.

- clear visibility of the role and activity of the different institutions in the lifecycle of the legislative procedure

The role and activity of the different institutions is clearly visible from the “bubbles” representing the key events. By clicking on the text in the “bubble”, a frame will open which displays the different “sub-events” of the procedure leading to the events covered by the bubble (e.g. consultation of expert groups, etc.) in a graphic way and provides direct access to the documents related to those events.

- later: contextual help providing explanations of the different procedural steps

In the main search page, hover-over will be used to explain/give tips on the different search criteria.

In the timeline view, the contextual help will:

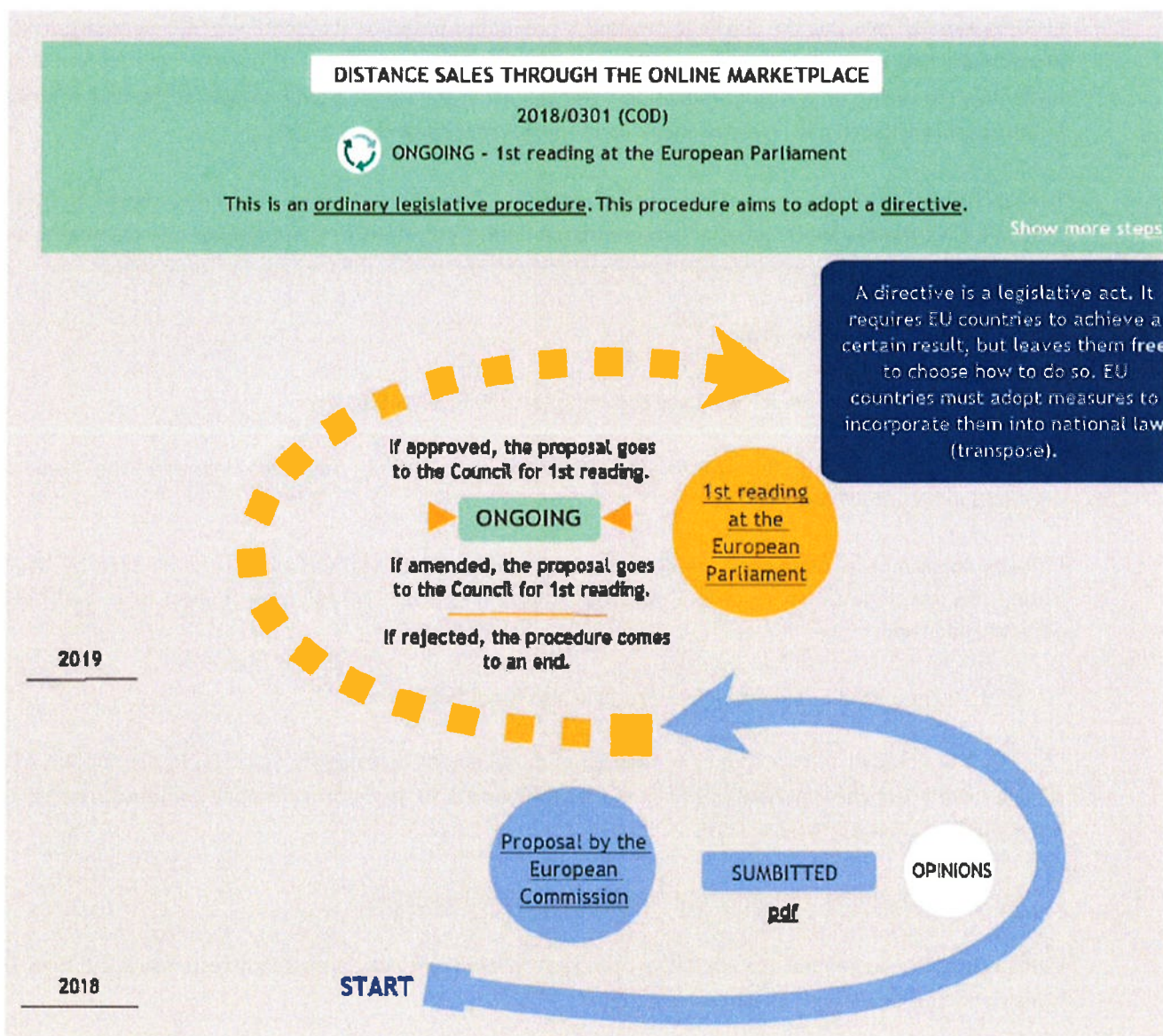
- i) explain the characteristics of the type of procedure (ordinary legislative procedure) and its different procedural steps via the Summaries of EU legislation⁴, accessible through a link
- ii) explain the type of act to be adopted by using a hover-over functionality
- iii) indicate when information is clickable by underlining it while hover-over.

In addition further contextual help can be added to the different events.

The mock-up below shows these features:

³ For all current search functions for legislative procedures on EUR-Lex, see : <https://eur-lex.europa.eu/advanced-search-form.html>

⁴ For the current explanation of the Ordinary legislative procedure, see: https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1559646082720&uri=LEGISSUM.ordinary_legislative_procedure



- the inter-institutional web publication rules and recommendations should be respected from the outset

EUR-Lex makes sure to follow those principles.

Technical features:

- automatic data feeding/data fetching from existing databases with minimum manual interventions.

The target architecture covers automatic data feeding through transmission in IMMC format.

Automatic data fetching could be envisaged. However, the stakeholders have to be aware of the possible drawbacks when it comes to quality and availability.

- identification of the file should be possible on the basis of a common identifier (incl. COD number, key words in title, and if possible, European Legislative Identifier ELI)

EUR-Lex already provides the possibility to find a procedure based on its identifier (COD number) or key words in the title of the COM proposal.

In the JLP, the search on procedure identifiers will be part of the simple search as well as the first criterion in the advanced search form (see the mock-up of the advanced search on p. 18).

The legislative procedures do not have an ELI identifier themselves. However, it will be possible to find a procedure via the ELI identifier of an adopted document. In the future, ELI identifiers are planned to be extended to cover documents in legislative procedure and the JLP would be ready for this option.

- sufficient level of security

As a sub-site of EUR-Lex, the JLP will have the same security level as EUR-Lex.

EUR-Lex infrastructure benefits from the DIGIT infrastructure security measures defined in the "General Information Security Policy".

EUR-Lex application is periodically subject to penetration tests to verify that there is no security issue. During the last penetration tests (end of 2018 / beginning of 2019), only one (minor) issue had been detected and fixed.

- to be prepared for an accessible interface also for disabled users

EUR-Lex has already run two studies to identify and implement accessibility features. In the context of a usability study launched in 2018, EUR-Lex scored the highest in terms of accessibility when compared to other similar national reference sites.

- to be prepared for a responsive design (desktop/mobile device)

EUR-Lex interface in general and legislative procedure view in particular are already responsive and the JLP will also be developed with a responsive design.

Back-office functionalities:

- possibility to generate usage statistics, data overviews, listings etc.

EUR-Lex usage statistics are compiled with Web Trends and piwik and these applications will also cover the JLP subsite.

- possibility to manually add/edit additional information not provided by existing data sources (alerts, non-structured information etc.)

IMMC can be extended to cover alerts or non-structured information (as non-formatted text). For information not available, we could use the existing workflow and the legal analysis contract in place, provided there is a clear methodology which metadata should be added and how (under which conditions and from which information sources). This option would entail additional costs.

- tools to check consistency of data (automatic identification of dead links, checking of past/future dates etc.)

When IMMC packages are received at OP, they are processed in CERES, which checks consistency of data at a technical level: in particular, the IMMC XML files are validated against the corresponding schema.

In addition, it is possible to write queries to retrieve all external links (and check them via script) or dates from our CELLAR database.

- notification of defined changes

It is possible to be notified through RSS feed about any change that appeared in a procedure within a date range. Other notification systems can be envisaged, for example email notifications.

2.1.6. Finance

2.1.6.1. Total Cost of Ownership - implementation and maintenance / operational costs for the next 5 years

2.1.6.1.1. Operational cost for 5 years ahead:

The cost for the hosting of the existing infrastructure for EUR-Lex, CELLAR and the other systems that are reused on the OP side is already covered by the OP budget and OP is confident that the delivery of additional services could be handled without extension of the current infrastructure. Only if the JLP causes a significant increase in the number of visits in comparison to the number of current EUR-Lex visits, an extension of the hosting services could become necessary.

Hosting services		
Hosting and infrastructure patching	0 €	Already covered by the current OP IT budget.
SUB-TOTAL	0 €	
Maintenance services		
System operation and patching	66 K€ / year	
Bug fixing	0 €	In OP IT contracts, bug fixing is covered by monthly maintenance fee. No extension to cover the new functionalities is expected.
Small evolutionary maintenance	30 K€ / year	

User support, training and documentation	0 €	The documentation is part of the project. User support will be done through EUR-Lex helpdesk. Trainings: to be defined based on the needs.
SUB-TOTAL	96 K € / year	
Coordination services		
FTE (IT and Business - AD)	0.5 FTE / year	0.25 IT and 0.25 business
SUB-TOTAL	0.5 FTE / year	
Institution's systems operational extra-cost		
European Parliament	€	
European Commission	€	
European Council	€	
SUB-TOTAL	€	
TOTAL		

For OP this gives a total of

- OP internal resources 0,5 FTE / year
- OP contractors 96 K€ / year
- In addition, 20 K€ / year might be required for the legal analysis work, unless the relevant data providers can provide OP with additional and improved metadata.

2.1.6.1.2. Implementation cost:

For OP, the project will require both internal resources and budget for the OP contractors.

Rough estimation of the implementation cost, to be refined when detailed specifications will be available:

- OP internal resources: 3 FTE for the first year and 2.5 for the following 2 years.
- OP contractors: 150 K€ over a period of 3 years.
- 100 K€ to cover OP additional developments that have not been estimated, in case some assumptions listed in this document cannot be met in practice. This budget might need to be increased even beyond this provision depending on the constraints.

Activity	Profile	Effort (months) OP Internal	Estimated costs (€)	Comments
System analysis, design (e.g. user research), development and testing (e.g. functional, non-functional and user acceptance tests)	Project Management	24	0	General coordination: 1 FTE first year and 0.5 FTE / year the following 2 years
	Analyst	18	0	IMMC2CDM rules specifications: 0.5 FTE / year
		12	0	EUR-Lex/SEARCH specifications: 0.33 FTE / year
	Developer/Tester	12	0	EUR-Lex/SEARCH technical analysis: 50 K€
		12	0	IMMC2CDM rules implementation: 0.33 FTE / year Tests (unit, integration, end to end, software acceptance): 0.33 FTE / year
	Information Architect	9	0	EUR-Lex/SEARCH implementation: 100K€
		9	0	IMMC/CELLAR/CDM specifications: 0.25 FTE / year
	Web Consultant Technical Specialist	N/A		Included in EUR-Lex/SEARCH technical analysis and implementation
Web Editorial Project Specialist	9	0	0.25 FTE / year: Mock-ups and contextual help	
Web Technical	N/A		Included in EUR-Lex/SEARCH	

	Specialist			technical analysis and implementation
<i>Set aside for the case the assumptions are not met</i>				100 K€
Contributing systems adaptations	European Commission			
	European Parliament			
	European Union Council			

2.1.6.2. Cost model scheme proposed for the implementation and for the maintenance / operational (% in terms of equality, budget, etc.). Potential financing programmes (ISA2, etc.).

A request will be made to ISA2 (and its successor) to finance the JLP development costs for 2020 and onwards with the following constraints:

- ISA2 requests must be introduced in July 2019
- In case the project is accepted, the credits should be available in April 2020, committed in 2020 and paid in 2020 and 2021. In case of scope change affecting the budget, it is unclear at this point whether or not additional budget could be requested. Moreover, all chains from the institutions up to CELLAR must be operational in production by the end of 2020 in order to be able to use the budget for EUR-Lex adaptations by the end of 2021
- Alternative solutions should be identified if needed.

2.1.7. Proposed governance structure for this alternative (in PM2 terminology)

Governance structure - overview

In accordance with the PM2 methodology, the *Requestor side* will be the three institutions (European Parliament, Council and Commission) which will have the responsibility for the decisions related to the project as a follow up of the existing technical working group that defined, identified, evaluated and proposed ways to implement the objectives of paragraph 39 of Interinstitutional agreement on Better Law-making of 13 April 2016, whereas the Publications Office will have the role of the solution provider and be in charge of the implementation.

Project organisation and roles

The three institutions will continue to determine the vision and strategy for the organisation of the project. For this purpose the Publications Office proposes the formation of a **JLP steering group** comprising of members from the three institutions as well as the Publications Office. The JLP steering group would report to an inter-institutional group, which could be the already existing Interoperability Steering Committee.

The Publications Office also proposes that a **JLP working group** with representatives from the three institutions and the Publications Office is formed. The JLP working group should follow the project closely and take the decisions related to the work to be done at an operational level. It is expected that the working group would need to meet more often at the beginning of the project, possibly once per week or every second week in the initiation phase. The organisation of dedicated workshops could help to accelerate the execution of the project.

The presidency of the JLP steering group as well as of the working group should be in rotation between the three institutions on a yearly basis. The Publications Office can provide the secretariat, contribute to the agenda, take notes and draft a PV after the meetings to be validated by the respective group. If appropriate, videoconference will be used for the meetings.

The Publications Office will assume the overall accountability for the deliverables and services requested within the project and a *Project Manager* on the side of the Publications Office will manage the daily progress of the project and the reporting according to the PM2 methodology.

Project Management

Iterative approach

OP proposes to follow an iterative approach splitting the project in phases and progressively extend the scope. The work can progress in parallel in each institution.

Analysis

For each phase, OP proposes to agree both on mock-ups of the JLP on one hand and IMMC protocol (IMMC format, representative sample data) on the other hand to make sure that there is adherence between the end-product visible to the users (business) and the information received from the institutions through IMMC (data).

Implementation

Development at OP side will probably follow a 2 steps approach as in the context of PRELEG and Internal Procedures (former PublicAccess project):

1/ Development of the loading chains: CERES and CELLAR.

2/ Adaptations of SEARCH / EUR-Lex to display the new information available in CELLAR after the loading

chain is fully operational in production.

Tests

End to end integration tests will be needed before opening in production a new phase. Those tests will be representative of the production to be in terms of volume and data.

Green light from OP will be required before starting IMMC transmissions in production.