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1 2 3 4 5	TO: Directorate-General for Internal Mar European Commission	ket, Industry, Entrepreneurship and SMEs	3
6	Reference: Ref. Ares(2019)797630	- 11/02/2019:	
7 8 9 10 11	-	enting Regulation establishing standard e field of public procurement ("eForms'	
12 13 14	First of all, a lot of thanks to Director and SMEs for organising this import	rate-General for Internal Market, Industry ant consultation.	, Entrepreneurship
14 15 16	This opinion represents an opinion o	f an individual citizen, not any legal entity	ý.
17 18 19 20 21	This opinion does not contain: – any business secrets – any trade secrets – any confidential inform	mation.	
22 23 24	This opinion is public. PDF file of this opinion can be added		
25 26 27 28 29	Annex 1 holds information about pre Annex 2 holds information about dis	evious consultations at the European Unio claimers and copyright.	n level.
30 31 32 33	Best Regards,		
34 35 36	Jukka S. Rannila citizen of Finland		
37 38 39	signed electronically		
40 41	[Continues on the next page]		

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PART 1: Supporting different proposals based on proposed Commission Implementing Regulation establishing standard forms for the publication of notices in the field of public procurement ("eForms")

- 4647 (1) EU wide procurement procedure identifier
- 49 Public feedback explanatory note (Chapter 4: Purpose) contains following:

Enabling better identification of business opportunities in the EU by introducing an EU wide procurement procedure identifier.

- NOTE: I have advocated several times European Union wide identifiers (ID) based on previousconsultations.
- 57 (2) Collaborative platform
- 59 Public feedback explanatory note (chapter 5: Support measures) contains following:

The Commission will prepare guidance on implementing the standard forms and will maintain a collaborative platform for the exchange of best practices and discussion of issues.

NOTE: I have advocated several times one European Union contact point (EUCP) for cooperationwith member state systems.

68 (3) Series of services (APIs)

70 Public feedback explanatory note (chapter 5: Support measures) contains following:

Member States will have access to a new version of the eNotices application, currently
 under preparation by the Publications Office. The Publications Office will provide the
 forms and a series of services (APIs) that 3rd parties can re-use and integrate in their
 applications; this will make the development of their own applications faster and
 easier.

- NOTE: I have advocated several times one European Union contact point (EUCP) for creating
 different interfaces and/or application programming interfaces (API). One European Union contact
 point (EUCP) could handle cooperation members state systems (MSS). Actually I have advocated
 member state contact point (MSCP), which could handle cooperation with members state systems
 (MSS).
- 84 (4) Public feedback explanatory note (Chapter 4: Purpose) contains following:
- 85 86 Helping improve governance by making structured buyer and seller identifiers

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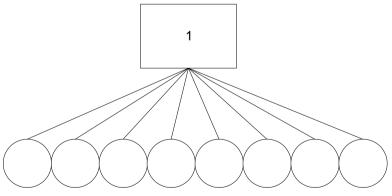
87	mandatory and including a limited number of policy relevant fields (e.g. on green,
88	social, and innovative procurement).
89	
90	NOTE: I have noted several times different identifiers which are used in member states. There can
91	be buyer and seller identifiers in different member state systems.
92	
93	(5) Public feedback explanatory note (Chapter 6: Future updates) contains following:
94	
95	In the future, after the adoption of this regulation, the Implementing Regulation on
96	standard forms should be amended more often than in the past (e.g. every one or two
97	years instead of every four). However, these changes should consist of minor
98	"bugfixing" changes, not major reforms. This more agile approach is appropriate for
99	an IT environment, which eForms are unavoidably part of, and will avoid the current
100	situation where problems often go unsolved for years. Such an approach also
101	corresponds well with the flexibility given by the advisory procedure, an
102	administratively light procedure, which is used for adopting the act.
103	
104	NOTE: I have noted several times that there can be different versions of different interfaces,
105	identifiers and standards.
106	
107	NOTE: Proposed timetable for changes (e.g. interfaces, identifiers and standards) can mean usage
108	of several versions.
109	
110	<u>(6) Public feedback explanatory note (Chapter 6: Future updates) contains following:</u>
111	
112	Besides allowing technical improvement to the standard forms, this responsive
113	approach to legislation will also allow Member States to innovate in the area of data
114	while respecting the Directives' provision that "Notices published at national level shall
115	not contain information other than that contained in the notices dispatched to the
116	Publications Office of the European Union." Specifically, Member States will be able to
117	add fields at national level, because these will then be added (as optional) also at the
118	EU level. Thus, equal treatment for companies will be ensured while Member States
119	will be able to innovate for the sake of competition and transparency.
120	
121	NOTE: Based on some consultations I have noted need different free-form fields (concepts) for
122	different information systems.
123	
124	Opinion: Proposed solution for adding optional fields (concepts) can be supported.
125	
126	
127	
128	[Continues on the next page]
129	

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131 PART 2: Some comments based on previous mentioned issues 132 133 Even though feedback explanatory note contains issues, which can be supported, I present some issues to be consider after this consultation: 134 135 136 (A) EU wide procurement procedure identifier 137 138 About different identifiers (ID) 139 140 Developing a standardised member state contact point (MSCP) means some work to be done. Here 141 we can note that there will be several *identifiers* when developing new systems and maintaining current systems (EUCP \leftrightarrow MSCP). 142 143 I have proposed several times to use open and public identifiers when developing different 144 145 information system. 146 147 More and more new identifiers (ID) 148 149 In previous consultations there has been discussion about different identifiers (ID) in different 150 information systems. It can be noted from the previous opinions that there will be several and 151 different identifiers (ID) for different levels. 152 153 Examples of these identifiers (ID) are following: 154 155 1) Facebook ID for an individual person 2) Facebook ID for the individual updates of individuals 156 157 3) Data Universal Numbering System (D-U-N-S) 4) Reuters instruments codes (RICs) 158 5) Social security code for individual citizens in the European Union member states 159 160 6) Business identity code for a company in an European Union member state 7) Value added tax code for a company in an European Union member state. 161 162 163 The examples of private identifiers (Facebook IDs, Data Universal Numbering System (D-U-N-S), Reuters Instrumens Codes (RICs)) show, that persons and/or communities can use or even demand 164 165 of using identifiers (ID) from privately owned information systems. 166 167 Proposal: There could be a systematic review of different identifiers (ID) at different 168 levels. 169 170 Proposal: Possible systematic review of different identifiers (ID) should assess different situations. 171 172 173 Different information systems have also internal identifiers (ID) and external identifiers (ID) for 174 (possible) public usage. The added value for different stakeholders is provided by combination of

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different identifiers (ID) in a specific information system. Proposal: The could be some assessment(s) based on different versions of different identifiers (ID). It can be possible, that there are some legacy identifiers (ID) in the near future. It can be possible, that gradually some legacy identifiers (ID) can be consolidated for more standardised identifiers (ID), but this consolidation means some serious technical and administrative actions. Proposal: Legacy identifiers (ID) could be assessed seriously. When information about relevant identifiers is collected, there could be a serious assessment of possible (near) monopoly situation of some identifiers. Depending on the nature of an identifier, there may be a need for serious (anti-trust?) negotiations with providers of some identifiers. Proposal: The nature of different identifiers (ID) could be assessed. Proposal: There could be serious negotiations with some providers of identifiers (ID). In the European Union there has been different anti-trust cases which are related to different private sector identifiers (ID), since some of those private sector identifiers (ID) have been used in several other systems. Some private sector identifiers (ID) can mean a (near) monopoly situation. **Question: What this means to Commission Implementing Regulation establishing** standard forms for the publication of notices in the field of public procurement ("eForms")?



Answer: This means that there can be several identifiers (ID) for different information systems.

Proposal: Proposed systems have to support several identifier (ID) versions at the same time.

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Answer: New information systems may be developed in the future and those new information systems can use different identifiers (ID).

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213 (B) Collaborative platform 214

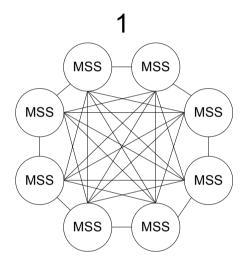
215 **Complexity at the European Union level**

216 217 I have noted several times that different member state systems (MSS) can interlinked in many ways.

218 This means that co-operation with European Union systems means a lot of work. This leads to the

219 question of a European Contact Point (EUCP) for different member state systems (MSS).

220



221 222

223

228

MSS = Member State System

224 There are 28 member states (European Union) at the moment. In reality there are unique situations with information systems in different member states. In some cases information systems can be 225 226 implemented based on complex system-to-system connections. Complex system-to-system 227 connections means a lot of work when there are changes in some systems.

229 Here we can calculate connections based on number of information systems.

230	
231	$1 \ge 28$ member state systems = 28 systems
232	$5 \ge 28$ member state systems = 140 systems
233	$10 \ge 28$ member state systems = 280 systems
234	$15 \ge 28$ member state systems = 420 systems
235	$20 \ge 28$ member state systems = 560 systems.
236	28×30 member state systems = 840 systems
237	
238	Proposal: Complex system-to-system connections implement
239	could be assessed carefully.

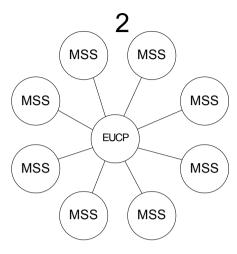
nented in information systems could be assessed carefully.

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241 242 MSS = Member State System EUCP = European Contact Point

243

Naturally there could be direct contacts between different member state systems (MSS) and European Union Contact Point (EUCP). This option (MSS \leftrightarrow EUCP) could mean very large number of different member state system. Based on 28 member state systems there could be hundreds of connections. One option is to have a single European contact point for member state

systems. Here we can note that there can be hierarchy between different system (EU \leftrightarrow member

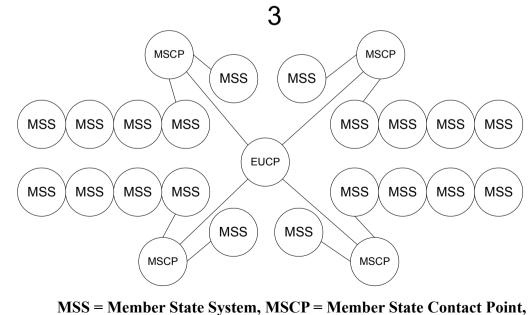
states) and there can be member state contact points (MCP). Then there can be some hierarchy

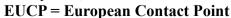
250 between different systems. (European Union \leftrightarrow EUCP \leftrightarrow MSCP \leftrightarrow MSS \leftrightarrow Member State). There

- are unique situations with member statesystems in member states. Therefore member state contact
- 252 points (MCP) can reduce the complexity with European Union contact point (EUCP).
- 253

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Based on those calculations there could be a lot of direct connections to the European contact point.
Number of those connections can be overwhelming. The situation between member states can vary
in many ways. So there can different and unique systems between member states.

I have proposed several times creation of member state contact points which could handle different
 system-to-system connections at member state level. Then it can be easier to create connections
 between member state contact points and European contact point.

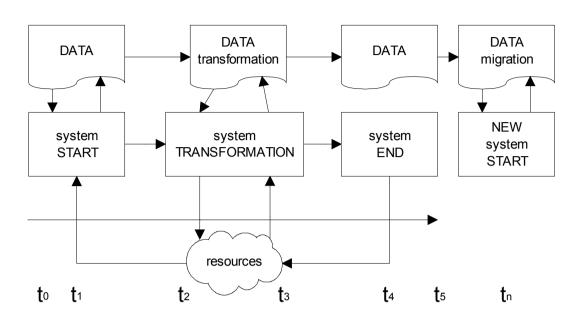
- Proposal: There could be one information system (member state contact point, MSCP)
 at member state level.
- Proposal: Different member state systems could be consolidated based on limited
 number system-to-system connections (MSCP ↔ MSS).
- Proposal: One information system (member state contact point, MSCP) at member
 state level could handle system-to-system connections at the European Union level
 (European contact point) (EUCP↔ MSCP).
- 275
 276 Proposal: There could be some serious work for developing a standardised member
 277 state contact points (MSCP).
- Proposal: After developing a standardised member state contact point (MSCP)
 different member states could consolidate their systems (MSCP ↔ MSS).
- Proposal: European Union contact point (EUCP) and member state contact points
 (MSCP) could then handle cooperation (EUCP ↔ MSCP ↔ MSS) at the European
 Union level.

Naturally we have to note that developing a standardised member state contact point (MSCP) means more work. On the other hand a standardised member state contact point (MSCP) could handle cooperation (EUCP \leftrightarrow MSCP \leftrightarrow MSS) based on unique situations in member states. Some member states may have more systems than other member states. We have to note that there are different systems based on several technological solutions.

- 292 Question: What this means to Commission Implementing Regulation establishing standard
 293 forms for the publication of notices in the field of public procurement ("eForms")?
- 294
 295 Answer: Consolidation of different (EUCP ↔ MSCP ↔ MSS) information systems can
 296 mean work for several years.
- 298 Answer: Different Member State Systems (MSS) have their own life-cycles.
- 299

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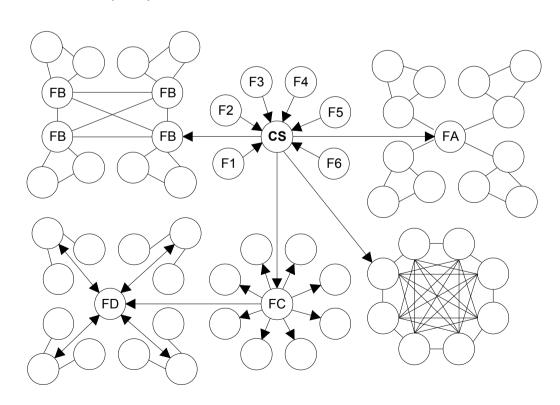


300 301

302Answer: Proposed cooperation between (EUCP ↔ MSCP ↔ MSS) different systems303have different problems based on life-cycles of systems.

Answer: The European Commission and member states can agree on changes for
 different systems based on life-cycles of different systems.

- 307 (C) Series of services (APIs)
- 308



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314

- 311 Previously there has been discussion about different identifiers (ID). Public feedback explanatory 312 note notices different application programming interfaces. Here can be repeated that there can be 313 several identifiers (ID) and different application programming interfaces (API).
- 315 There can be several layers of identifiers (ID) and application programming interfaces (API).
- 316 Identifiers (ID) and application programming interfaces (API) can also implement different 317 standards.
- 318

324

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Question: What this means to Commission Implementing Regulation establishing standard forms for the publication of notices in the field of public procurement ("eForms")?

- Answer: There can be some new standards for identifiers (ID) and application
 programming interfaces (API) in the future.
- 325Answer: Assessing different layers of identifiers (ID) and application programming326interfaces (API) can mean some new development work (EUCP ↔ MSCP ↔ MSS).
- Answer: Like mentioned before there can be different versions for identifiers (ID) and
 application programming interfaces (API).
- Answer: In some cases (EUCP ↔ MSCP ↔ MSS) there can identifiers (ID) and
 application programming interfaces (API) which are not develop by European
 Commission or member states.
- NOTE: In some cases Directorate-General for Competition (European Commission) has assessed
 different identifiers (ID). In some cases some identifiers (ID) may cause monopoly situation.
- 338 (D) Adding optional fields (concepts)
- Answer: Adding optional fields (concepts) can be supported even though there are
 already a lot of proposed fields i.e. standard forms for the publication of notices in
 the field of public procurement.
 - Answer: It is always possible to have new fields (concepts).
- 344 345

343

- 346 (E) About different standards for assessing publication of notices in the field of public
 347 procurement
- 348
- 349 About different standards
- 350

I have proposed several times usage of *open horizontal standards* when developing different
 information systems.

- 353
- 354 Favouring open standards / Favouring horizontal standards

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355 356 There are differences between horizontal and vertical standards. A simple example is naturally

- email solutions. There are several vertical standards when creating technically email solutions. Then 357 there are horizontal standards which enable sending messages between technically different email
- 358 solutions.
- 359
- 360

V E R T I C A L	V E R T I C A L		V E R T I C A L	V E R T I C A L	V E R T C A L	
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	HORIZONTAL
361 362	
363	Proposal: There could be assessment of vertical and horizontal standards.
364	Troposal. There could be assessment of vertical and norizontal standards.
365	Proposal: Using horizontal standards could be favoured when creating different
366	information systems at the European Union level.
367	
368	Horizontal standards enables technological solutions which can work together. Horizontal standards
369	hides different complexities in information systems.
370	
371	Opinion: The number of redundant standardisation efforts should be minimal.
372	Duenessly There early he concretion of herizontal standards and vertical standards
373 374	Proposal: There could be separation of horizontal standards and vertical standards.
375	Proposal: There could be different standardisation efforts to horizontal standards and
376	vertical standards
377	
378	Personally I have advocated using different open horizontal standards. For example email standards
379	(horizontal) are implemented with very different technologies (vertical).
380	
381	Here we can note that different national details can be vertical standards.
382	

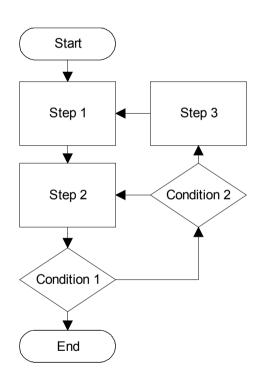
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383 384	Proposal: Different (vertical) national details (standards) should not hinder usage of (European) other standards (horizontal).
385	
386	Here we can note some problems:
387	•
388	• some systems are based on de-facto standards
389	• some systems are based on de-jure standards
390	• there can be confrontations between de-facto and de-jure standards
391	• there can be a monopoly situation in some domain
392	• some standards may inhibit possible actions of some stakeholders
393	• there can be a standard war on some domains
394	• standards have different life-cycles
395	• systems have different life-cycles
396	 there can be mismatches between different life-cycles
397	 there can be failed standards
398	 there can be deprecated standards.
399	there can be deprecated standards.
400	It is quite normal situation in the information technology field that there are competing standards
400	for some application field. Therefore there are all the time ongoing "standards wars" or "format
401	wars". The information technology standards tend to be interrelated and one "standards war" or
402	"format war" can lead to another similar situation.
403	Tormat war can lead to another similar situation.
404 405	I have advanted onen standards even theush in some asses onen standards are not de faste
	I have advocated open standards even though in some cases open standards are not de facto
406	standards. In practice public sector has very important role, when some standards are competing in
407	the market place. Because public sector has a considerable power when buying/developing
408	information systems and therefore public sector can sometimes direct markets to certain standards.
409	Therefore there should be serious vigilance when assessing different standards and "standards" in
410	some application fields.
411	
412	There are different standards setting organisations on the information technology field. One list ¹ of
413	these standards setting organisations is provided by ConsortiumInfo.org.
414	
415	One warning can be said about standards setting organisations. All standards setting organisations
416	are not successes based on several factors and there can may irrelevant standards setting
417	organisations. Market situation on different vehicle markets varies a lot based on different factors.
418	
419	Proposal: Current standardisation (e.g. list provided by ConsortiumInfo.org) efforts by
420	different standard setting organisations could be assessed carefully.
421	
422	Personally I have advocated using different horizontal standards. For example email standards
423	(horizontal) are implemented with very different technologies (vertical).
424	
425	Proposal: Governments should especially concentrate on horizontal standards.
426	
	1 Standard Setting Organizations and Standards List, <u>www.consortiuminfo.org/links/linksall.php</u>

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427	Proposal: Some government agencies could apply for memberships of different
428	standard setting organisations which develop especially horizontal standards.
429	
430	Proposal: Government agencies should not be passive by-standers when different
431	horizontal standards are developed.
432	•
433	Proposal: Government agencies could financially support development of horizontal
434	standards.
435	
436	Proposal: There could some guidance for using open horizontal standards on different
437	application fields.
438	••
439	(F) Modelling different processes



- 443 Here can be noted that procurement processes can vary when doing procurement.
- 442 443

441

444

445 **O**r 446 **co**r

440 *AA*7

Opinion: Concept definitions are very good based on the annex for main consultation document.

447 448]

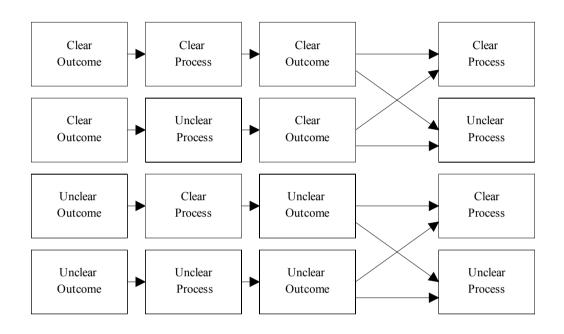
However, there is not too much considerations about different process models for procurement.
Since concepts are well revised and presented it is possible to create good process models for
procurement.

452 Proposal: Different procurement process models could be presented – for example as 453 flowcharts (previous figure).

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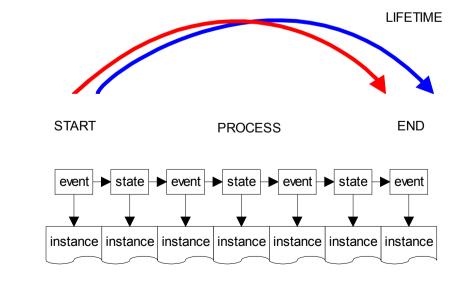
Proposal: Processes with external stakeholders could be modelled.

Proposal: There could be possibilities for describing and modelling different process models for procurement.



Problems naturally arise since processes and outcomes can clear or unclear. Naturally it is easier tomodel processes when processes and outcomes are very clear.

464 Proposal: There could be well-revised process models which could be used when 465 procuring something.



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470 Here can noted that different processes have their lifetime and during lifetime there are several471 events and states. It is possible to document every instance of events and states. Documentation

- 472 (events and states) can mean traditional documents and/or electronic systems.
- 473

491

492

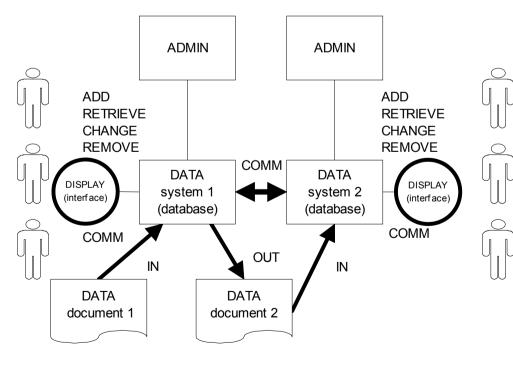
493 494

474 (G) Cooperation between systems – direct connections or transmitting documents? 475

476 Here we can note following basic functions of different information systems:

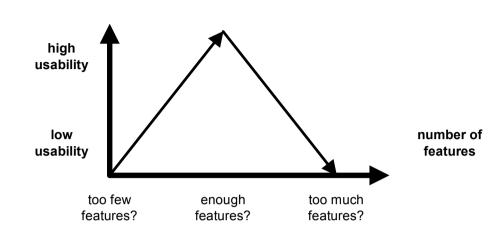
477	
478	• add data
479	• retrieve data
480	change data
481	• remove data
482	• administration of an information system
483	data as documents
484	direct connections between systems
485	displays and interfaces
486	communication between systems.
487	
488	Proposal: Direct connections between systems should be assessed carefully.
489	
490	Proposal: Connections between systems based on documents should be asse

Proposal: Connections between systems based on documents should be assessed carefully.



495 (H) Number of different features for procurement systems

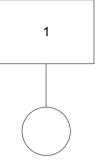
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498 Here can noted number of different features when using some information system.

499 Proposal: Number of different features for different systems should be assessed 500 501 carefully.

502

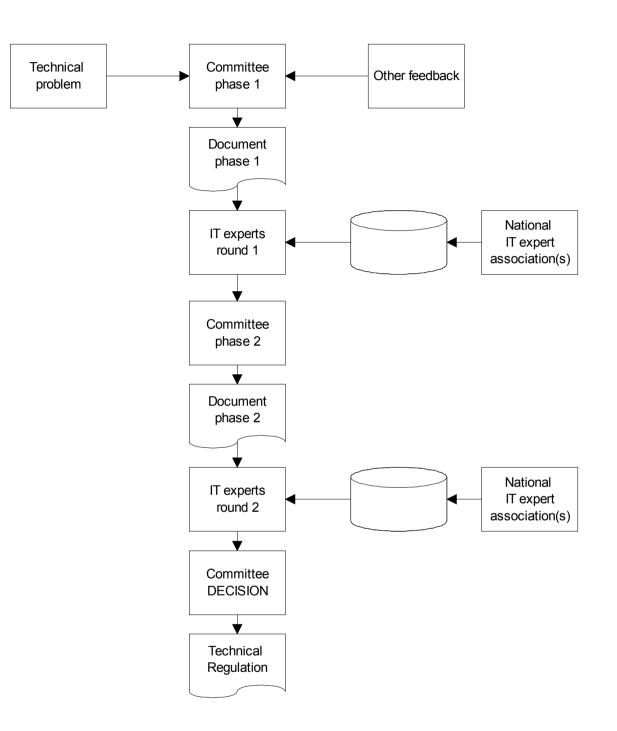


503 504	
505	Here we can note different approaches for developing information systems. Some stakeholders
506	propose one well-done interface for all users of some information system. Some stakeholders
507	propose several smaller well-done interface for different users of some information system.
508	
509	Proposal: Number of different interfaces should be assessed carefully.
510	
511	Proposal: Number of features for different interfaces should be assessed carefully.
512	
513	Opinion: One big interface with large number of features is not the best possible
514	way for creating information systems.
515	
516	Proposal: There could be several interfaces based on needs of different stakeholders.
517	
518	(I) Developing technical regulations for procurement systems
519	

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522 Previously I have advocated development of open solutions (e.g. open standards) to be used in 523 different phases for procurement processes. Like mentioned before there are several issues to be 524 considered when developing different systems.

- 525
- 526
- 527 528

Proposal: There could be a process model for developing technical regulations.

Proposal: Different consultations about technical issues could be transmitted to

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- different (national?) information technology expert associations.
 Proposal: There should be a clear process for developing and assessing technical regulations e.g. two phases for assessing technical issues.
- 534 (J) Other issues
- 535

538

536 An example for cooperation: Web feeds (RSS and Atom)



- 539 540 I have advocated usage of web feeds² on several previous opinion documents. Actually there are two standards for web feeds: RSS ^{3 4} and Atom ^{5 6 7}. 541 542 543 Proposal: Web feeds (RSS and/or Atom) could be advocated when developing different 544 informations systems (EU / Member states). 545 546 Proposal: Web feeds (RSS and/or Atom) should be used extensively for providing (realtime) information for different stakeholder(s) (communities). 547 548 549 Proposal: There can be different web feeds (RSS and/or Atom) for different stakeholder(s) – having just one web feed (RSS and/or Atom) may not be a feasible 550 solution. 551 552 553 Proposal: Several web feeds (RSS and/or Atom) can be based on different viewpoints. 554 555 It can be easier to create web feeds in different information systems since web feeds enable 556 connections without direct system-to-system connections. 557 558 It can be noted, that different back-office systems (with a wide variety of different technologies) can implement RSS standards, and these RSS feeds can be used in the front-office systems. With this 559
- 560 kind solutions front-office systems don't need direct system-to-system communications with back-561 office systems.
- 562
- 2 <u>https://en.wikipedia.org/wiki/Web_feed</u>
- 3 http://www.rssboard.org/rss-specification, RSS 2.0 Specification
- 4 https://en.wikipedia.org/wiki/RSS, Wikipedia / RSS
- 5 https://en.wikipedia.org/wiki/Atom_(standard), Wikipedia / Atom (standard)
- 6 https://tools.ietf.org/html/rfc4287, The Atom Syndication Format
- 7 <u>https://tools.ietf.org/html/rfc5023</u>, The Atom Publishing Protocol

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611	EN: Opinion 20: SECOND Opinion Related to the Public Undertaking by Microsoft
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621	http://www.jukkarannila.fi/lausunnot.html#nro_27
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623	EN: Opinion 28: Consultation on the Europe 2020 Project Bond Initiative
624	http://www.jukkarannila.fi/lausunnot.html#nro_28
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626	EN: Opinion 30: Internet Filtering
627	http://www.jukkarannila.fi/lausunnot.html#nro_30
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630	EN: Opinion 32: COMP/C-3/39.692/IBM – Maintenance services
631	http://www.jukkarannila.fi/lausunnot.html#nro_32
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633	EN: Opinion 34: REMIT Registration Format
634	http://www.jukkarannila.fi/lausunnot.html#nro_34
635	NOTE: Organised by The Agency for the Cooperation of Energy Regulators (ACER) ⁹
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637	EN: Opinion 35: Exploiting the employment potential of the personal and household services
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640	EN: Opinion 37: CASE COMP/39.654 - Reuters instrument codes
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676	NOTE: Organised by The Agency for the Cooperat	ion of Energy Regulators (A	CEB)	
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- 687688 EN: Opinion 61: European Register of Products Containing Nanomaterials
- 689 <u>http://www.jukkarannila.fi/lausunnot.html#nro_61</u> 690
- EN: Opinion 64: Corporate Social Responsibility European Commission
 <u>http://www.jukkarannila.fi/lausunnot.html#nro_64</u>
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- EN: Opinion 66: Net Innovation for the Work Programme 2016-2017
- 695 <u>http://www.jukkarannila.fi/lausunnot.html#nro_66</u>

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698	http://www.jukkarannila.fi/lausunnot.html#nro_68
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- 745 <u>http://www.jukkarannila.fi/lausunnot.html#nro_101</u>
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- 748 <u>http://www.jukkarannila.fi/lausunnot.html#nro_102</u>
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- EN: Opinion 106: Review of the European Union Agency for Network and Information Security(ENISA)
- 752 <u>http://www.jukkarannila.fi/lausunnot.html#nro_106</u>
- 753754 EN: Opinion 108: Single Digital Gateway
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- 757 EN: Opinion 110: Technical arrangements / Information systems / Union Customs Code
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- 760 EN: Opinion 111: Interoperability of information systems for migration and security
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- 763 EN: Opinion 113: Transform of health and care
- 764 <u>http://www.jukkarannila.fi/lausunnot.html#nro_113</u>
- 765766 EN: Opinion 114: Premium content on ECS markets and the effect of devices on the open use of the767 Internet
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- 777 EN: Opinion 120: European Labour Authority
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- EN: Opinion 122: Proposal to create a cybersecurity competence network with a European
- 787 Cybersecurity Research and Competence Centre
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- 791 THE COUNCIL on the re-use of public sector information (recast)
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- 800 EN: Opinion 129: Format for a European Electronic Health Record (EHR) Exchange
- 801 <u>http://www.jukkarannila.fi/lausunnot.html#nro_129</u> 802
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- 809 My opinions to the previous and relevant consultations there consultations were mostly organised
- 810 by the European Commission. General page to all consultations both in English and in Finnish:
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