

#### Maintenance and Implementation Work Programme for the INSPIRE Directive for the period from 2017-2020 (MIWP 2017)

Working title: "Taking the implementation into the home stretch"

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#### 1 Introduction

The Directive establishing an Infrastructure for Spatial Information in Europe (INSPIRE, Directive 2007/2/EC) has reached its half-way mark and important deadlines have already expired. Member States have made individual efforts of the past years which resulted in good progress. Its overall objective is to establish an European spatial data infrastructure for the purposes of EU's environmental policies and policies or activities which have an impact on the environment (Article 1 of INSPIRE Directive 2007/2/EC). This will enable the better sharing of environmental spatial information among public sector organisations and better facilitate public access to spatial information across Europe which will benefit citizens and businesses alike.

However, a large diversity exists throughout the EU and there is no country which has fully implemented the Directive to date (related to those deadlines that have already expired). Based on national reports, monitoring results and bilateral meetings, the Commission has undertaken a substantial evaluation of the state-of-implementation and the fitness of the Directive for its intended purpose (a so-called REFIT evaluation). The results of this substantial assessment have been published in a Commission Report and two Staff Working Documents<sup>1</sup>.

The regulatory fitness-check led to the conclusion that there are different implementation gaps.

- The least effective part of the implementation process relates to data policies. Many datasets and services are still not easily accessible (i.e. without legal or financial barriers) or there is a lack of coherence, which is a prerequisite for creating added value from these data in the internal market.
- For efficiency reasons there have to be set set clear priorities, i.e. to identify the most important datasets for end-user applications amongst the data themes, in particular those of Annex III.
- There are currently only few end-user applications that allow harvesting the potential of data
  using the INSPIRE approach at EU level. National priority setting differs greatly in terms of
  identifying those spatial datasets most needed for cross-border applications or for reporting
  activities at EU level.

Consequently, Member States, in consultation with the Commission, are especially recommended to:

1) give priority to environmental spatial datasets, in particular those linked to monitoring and reporting, and those identified in relevant global processes.

The Commission published the INSPIRE Art. 23 Report (COM(2016)478) and REFIT Staff Working Document (SWD(2016)243) on 20/07/2016. The full REFIT evaluation (SWD(2016)273) was published on 10/08/2016 (see all documents at: <a href="http://inspire.ec.europa.eu/news/commissions-inspire-report-and-refit-evaluation-published">http://inspire.ec.europa.eu/news/commissions-inspire-report-and-refit-evaluation-published</a>)

2) improve coordination between the national INSPIRE implementation and eGovernment, open data and other relevant processes at national level going along with further removing of obstacles and inefficiencies in national data policies.

Overall, it is clear that further efforts at all levels and by all actors will have to be made over the coming years to close the identified gaps in implementation (against targets) and steer future implementation actions towards maximising the legislative, societal and environmental benefits from the INSPIRE Directive.

Because of the differences between the Member States there is a significant potential for learning from each other and promoting "best practices". In this context, the high potential of using available EU financing opportunities could be explored further.

At EU level, the following actions have been recommended by the Commission (in short, see details in REFIT report), in particular:

- A. evaluate the shortcomings of the national data policies in relation to Article 17 of the Directive in more detail and explore synergies with the 'free flow of data' initiative under the Digital Single Market with the view to resolving these issues through that;
- B. review, and possibly revise, the INSPIRE rules, in particular on spatial data harmonisation, to take into account the implementing risks and complexities with a view to reducing them (simplifying requirements);
- C. assist the Member States in applying and implementing the INSPIRE Directive (simplification of use), e.g. by the use of common tools, and promote priority setting together with the Member States.
- D. work closely with Member States to explore opportunities arising from the use of existing EU-level funding programmes to help capacity building and close the INSPIRE implementation gaps (e.g. through the Interoperability Solutions Administrations).

In addition to these points, there is scope to look further into the coherence and possible synergies of the INSPIRE Directive with other EU legislation, especially the ones covering sectoral reporting and maintance on environmental infrastructures and, in particular promoting its application in the wider Digital Single Market agenda and the "eGovernment" (including open data) processes. The recent eGovernment Action Plan² includes the implementation of INSPIRE as one of the 20 actions. Moreover, the Commission and Member States could work even closer together to promote the implementation also in all relevant European agencies and international partners to the EU (bodies of conventions etc.) with the idea to substitute, where possible, reporting on spatial data by granting access.

Taking all these recommendations into account, the Commission called on the Member States to continue the successful collaboration within the Maintenance and Implementation Framework (MIF)

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<sup>&</sup>lt;sup>2</sup> COM(2016) 179 (https://ec.europa.eu/digital-single-market/en/news/communication-eu-egovernment-action-plan-2016-2020-accelerating-digital-transformation)

which was established following the adoption of the Directive to support the implementation efforts proactively and collaboratively (cf. section 2). In operational terms, this would require an update and review of the existing Maintenance and Implementation Work Programme for the INSPIRE Directive (MIWP)<sup>3</sup>.

This document responds to this call and prepares a renewed and further developed MIWP building on the existing one but brought in line with the findings of the INSPIRE evaluation and the recommendations made by the Commission. This MIWP 2017-2020 is designed to set out the path for the period "taking the implementation of the INSPIRE Directive into the home stretch" because the last deadlines of the Directive expire in 2020/2021. It is clear, however, that the MIWP will have to undergo a regular review and, if necessary, adaptation to the changing situations until then. Therefore, the documents sets out the background (section 2), establishes a long-term objective and priority setting (section 3), identifies key areas of work (section 4), strengthens the stakeholder engagement (section 5), discusses practical arrangements (section 6) and concludes including provisions for a regular review mechanism (section 7).

#### Disclaimer:

This document is a joint, consensual and voluntary work programme endorsed by the competent authorities of the Member States, the Commission's DG ENV and DG JRC, the European Environment Agency and experts from other countries (in particular Norway and Iceland) for the INSPIRE Directive. It is a committed to work together at EU level to close existing implementation gaps and reap the benefits of the INSPIRE Directive and complements positively (not replaces) all the significant national efforts and strategies. This document does not alter in any way the legal obligations set out by the Directive.

The revised version of the document aims at framing and mandating the work from 2017 onwards. This document will be reviewed, and if necessary revised, at the next meeting of the MIG-P (foreseen in December 2017).

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<sup>&</sup>lt;sup>3</sup> https://ies-svn.jrc.ec.europa.eu/attachments/download/1136/MIWP 20150430.pdf

#### **Background and context** 2

The MIF is an informal collaboration between the EU level partners (namely the European Commission, mainly Directorate-General for Environment (DG ENV) and Joint Research Center of the European Commission (JRC), and the European Environment Agency (EEA), short the EU Coordination Team "CT") and the Member State competent authorities responsible for the INSPIRE implementation. It has built on the work of the consultative process to prepare the numerous Implementing Acts<sup>5</sup> for the INSPIRE Directive and is now maintaining them. It also prepared useful guidance documents and exchanged good practices also with the help of EU-funded projects. Moreover, stakeholder engagement was part of the activities from the outset. In addition, the main achievements over the past years are, in particular:

- Providing guidance for Member States by developing technical guidelines.
- Corrective maintenance of the INSPIRE framework by managing and resolving issues in technical guidelines and preparing proposals for change for Implementing Acts;
- Adaptive maintenance of the INSPIRE framework;
- Development of tools supporting implementation;
- Building capacity in the Member States for INSPIRE implementation;

In 2014, a new set-up was agreed within the MIF taking account of the fact that the work on Implementing Acts was completed. The technical sub-group of the Maintenance and Implementation Group (MIG-T) was complemented by a policy sub-group (MIG-P). Both sub-groups work in close collaboration having different responsibilities. However, de facto, the MIG-P is overseeing the MIF because of its responsibilities to agree the work programme and to endorse proposed actions and results of the technical work<sup>6</sup>. In addition, the MIG is also tasked "to identify and give advice about the priority issues to be addressed in the maintenance of the INSPIRE Directive". The INSPIRE Committee has not met since because there was no need after the adoption of the last Implementing Acts. During the preparation of the INSPIRE evaluation and the implementation reports, the MIG was informed and consulted.

In December 2015, the Commission services (namely DG ENV) presented the preliminary findings of this work and suggested to hold an orientation debate based on a discussion document<sup>7</sup>. The results of this orientation debate were, in particular, that the MIG-P:

Welcomed the opportunity to discuss the future orientation of the MIF at an early stage and before the Commission finalised its report;

<sup>7</sup> See MIG-P of 4 Dec 2015, document no. 1

<sup>&</sup>lt;sup>4</sup> The formal cooperation is ensured through the INSPIRE Committee.

<sup>5</sup> http://inspire.ec.europa.eu/index.cfm/pageid/3

<sup>&</sup>lt;sup>6</sup> See MIG Terms of References

- Fully supported the need for priority setting welcoming the suggestions in the discussion document as a basis for further work;
- Acknowledged that a particular priority of the future collaborative work will be to ensure
  that the INSPIRE Directive helps enhancing the efficiency of environmental reporting (as
  one important use case) as envisaged by the regulatory monitoring initiative under the
  Better Regulation agenda;
- Stressed concerns on harmonization and on existing technology-focused, sometimes rigid Implementing Rules on interoperability.
- Identified a number of ideas and suggestions for future work such as simplification and streamlining of monitoring and reporting for INSPIRE;

In addition to these discussion, the Commission services embarked in a series of bilateral meetings with many Member States (between October 2015 and April 2016) to discuss specific implementation gaps and identify ways to close them. Overall, the idea was to ask Member States to prepare specific, tailor-made action plans together with the national reports which are due in May 2016. The discussions during these bilateral meetings gave an excellent insight into the particular challenges in the different Member States and allowed for a discussion on how the Commission could assist in addressing them<sup>8</sup>.

The outcome of the INSPIRE Report, together with the MIG-P orientation debate and the feedback from the dialogues, fed into the preparation of this MIWP 2017-2020. Moreover, this MIWP had to be designed in full knowledge of a number of Commission priorities, external factors and processes which can influence the further work under MIWP positively, in particular:

- The Digital Single Market initiatives with particular relevance for the INSPIRE Directive, namely the free flow of data initiative, the e-Government Action Plan and the European Interoperability Framework, where synergies can be created;
- The Better Regulation agenda driving efficiency and effectiveness whereby the INSPIRE
  Directive can help reducing administrative burden whilst enhancing the access to evidence
  for policy making and implementation;
- The Environment policy agenda based on the 7<sup>th</sup> Environment Action Programme with a strong emphasis on implementation;
- The link to EU policies and other international initiatives, in particular Copernicus, the HORIZON 2020 agenda, the United Nations Committee of Experts on Global Geospatial Information Management (UN GGIM) and GEO where INSPIRE already plays an important role.

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<sup>&</sup>lt;sup>8</sup> See MIG-P of 28/29 June 2016, DOC4.

- Agenda 2030 and the need for geospatial data in achieving and monitoring the SDGs. Also
  the Census 2021 will be a driver for NSIs to modernize their statistical production and use
  addresses, buildings or cadastral parcels to link to statistical data.
- The national eGoverment and Open Data initiatives, where convergence of efforts and alignment of implementation rules would partially address the omnipresent resource issues.

On all these and other initiatives not specifically listed here, the MIWP 2017-2020 can play an important role to contribute and can act as a platform to explore and exploit synergies to the maximum extent in a collaborative and consultative spirit that dominated in the INSPIRE implementation from the outset.

#### 3 Objectives and priority setting

An overarching **vision** for a European spatial data infrastructure for the purposes of EU's environmental policies and policies or activities which have an impact on the environment (Article 1 of INSPIRE Directive 2007/2/EC), is to put in place easy-to-use, transparent, interoperable spatial data services which are used in the daily work of environmental policy makers and implementers across the EU at all levels of governance as well as businesses, science and citizens to help improving the quality of the environment and leading to effectiveness gains and more simplification.

This can be translated into the following long-term objectives of the MIWP 2017-2020:

- to support the implementation of the INSPIRE Directive so that existing implementation gaps are closed and upcoming implementation challenges are addressed in the most effective, efficient and pragmatic manner;
- to strengthen the end-user perspective by promoting or developing end-user tools which allow to harvest the benefits from INSPIRE for environmental policy makers and implementers across the EU at all levels of governance; and
- to improve access to information and thereby promote business opportunities, transparency and accountability which is essential for public administrations, businesses, science and civil society alike.

In line with this vision and objectives, it is timely to take specific actions to make INSPIRE work, i.e. to make the current infrastructure more user-centric, simpler for users and ready to deliver short terms results (and benefits) building on implementation efforts and requirements as set out in the Directive and its implementing rules. Meanwhile the achievement of long term objectives and the exploitation of synergies with relevant initiatives (e.g. Digital Single Market (DSM): eGovernment, Free Flow of Data, Cloud Initiative, Data for Policies ...) should be promoted.

When talking about users, it is clear that public authorities dealing with the environment (e.g. from EU policy making to national implementation to local enforcement) are the initial primary beneficiary of the INSPIRE implementation. But just about any public authority that uses spatial data can benefit, such as an agriculture department or the transport authorities. In particular the collaboration between the INSPIRE implementation and the eGovernment initiatives in many countries has widened the potential user base. Eventually, academics, researchers, nongovernmental organizations, businesses and citizens are also expected to benefit. Business will most likely be encouraged to develop new electronic applications for markets interested in (quality) geospatial information - for example, providing shoppers with the locations of bank machines, insurance companies with information on flooding hazards, or cyclists with cycling shop locations, delivered through personal mobile phones.

Therefore, user demands will become more important in the **strategic direction** as a basis for this work programme, in addition to the continued **"support for implementation"** (work area 4). The main other working areas are:

- to assess the fitness for purpose of the INSPIRE framework and promote simplification (see work area 1: "Fitness for purpose": Making INSPIRE "fit for purpose" supporting solutionoriented end-user perspective);
- to deliver short term results (quick win applications) including helping to streamline reporting (which is one use case but not the only one) (see work area 2: "End-user applications" for environmental reporting and implementation);
- to ensure alignment and synergies with EU emerging policies and initiatives (see work area 3: "Alignment with EU policies/initiatives" creating a platform for cooperation).

The new strategic direction will guide the MIWP 2017-2020 and result in immediate actions so that we demonstrate that the INSPIRE Directive can be implemented in a proportionate, faster and pragmatic way. This strategy is the centrepiece of the new MIWP 2017-2020.

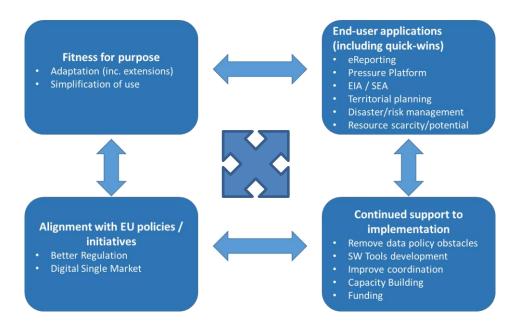


Figure 1: The four main work areas under the INSPIRE MIWP 2017-2020. The areas are closely interlinked and close collaboration should be ensured between them.

Given the significant scope and ambition of the INSPIRE Directive, the implementation process overall would benefit from stricter EU priority setting. This would allocate the limited resources on those issues with highest priority and where tangible benefits for environment policy can be expected. It would also strengthen the cross-border and EU dimension of the INSPIRE Directive implementation because interoperability can only be successful if all partners (EU, national, regional and local administrations) share the same priorities so that we all "pull in the same direction". Hence, when defining new actions for the MIWP the following criteria for priority setting should be considered (which would replace the prioritization template currently used):

#### 1. Engage users!

- 2. Addressing emerging priorities (EC and MSs);
- 3. Demonstrate short term benefits of current investment;
- 4. Make the INSPIRE framework more effective and better exploitable;
- 5. Facilitate implementation (e.g. through appropriate simplification measures);
- 6. Ensure sustainability of INSPIRE;
- 7. Adapt to changes (e.g. driven by the Digital Single Market or Better Regulation).

As regards priority setting in relation to spatial data covered by the INSPIRE Directive, the following approach, from the EU (reporting) perspective has been introduced for discussion. The operational details and activities are discussed later (cf. section 4). They do not neglect user needs for planning, running and monitoring environmental infrastructures.

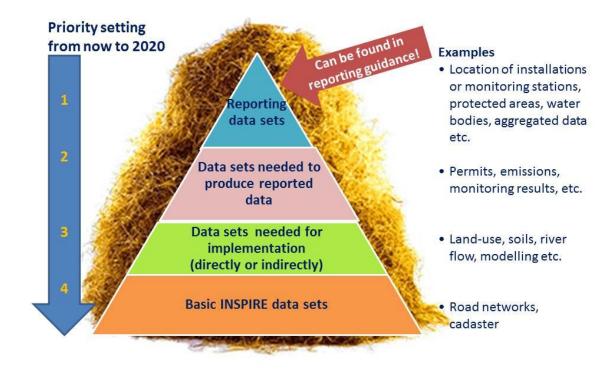


Figure 2: Illustrative example on how EU priority setting approach as regards spatial data sets in the use case of reporting can be visualised. Further discussions will be held in the implementation of this MIWP in regards the implementation of the priority seting approach. The figure will be developed further in the light of these discussions, as appropriate.

Any priority setting approach has its intrinsic logic that one area is prioritised over another but that ultimately, step-by-step, all issues get addressed in a systematic and efficient manner. Any EU

priorities complement any national and other priorities which are set elsewhere and do not alter in any way the legal obligations set out by the Directive.

#### 4 Working areas and key activities

Building on the above-mentioned specific objectives, several working areas are defined and the overall activities are outlined. The detailed activities and tasks are set out in the Annex 1 (core activities under the working areas).

The working area should be aligned to a solution-oriented end-user perspective which will be achieved by:

- identifying priority EU and cross-border use cases (promoting, where possible, "quick win" INSPIRE-based applications), analysing their requirements, in order to identify where INSPIRE specifications and application schemas are too ambitious (and therefore may need to be simplified), where they need to be extended and where additional recommendations (e.g. on the exact scope of priority data sets to be made available and interoperable) are needed. A priority use case at EU level is the use of INSPIRE in eReporting (see working area 2);
- based on the above outcomes, reviewing the existing implementing provisions (Implementing acts and guidance) as well as enabling the simplification of use with the view to foster the effective application and, where necessary, open the discussion for revising implementing acts to find solutions which are more "fit for purpose" (e.g. by introducing flexibility or adapting to new technological developments) ("simplification of requirements") and
- further enhancing the exchange of implementation experiences, best practices, guidance, training material and funding opportunities and the development of re-usable tools (e.g. transformation tools for data and metadata, off-the-shelf software for network services, ...) as well as custom tools (when needed) for end-user applications ("simplification of use");
- coordinating activities at technical and political level to exploit synergies with relevant initiatives (e.g. DSM) and to identify feasible solutions for data providers and the end users (see working area 3).

These specific objectives imply that the approach in the future will be more user centric and will take into account the different purposes for which the specifications will be used. In other words, depending on the use case, a simpler, more streamlined set of specifications will be available for application in the MS. Inevitably this will require a discussion about the most important and relevant EU and cross-border use cases, in addition to the EU priority use case on streamlining monitoring and reporting which has already been agreed upon (see working area 2).

The actions to be undertaken to achieve the above-mentioned objectives should focus on identifying simplification, flexibility and efficiency gains in the INSPIRE Framework (Infrastructure components, Implementing Acts and the supporting guidance) so as to reduce investment costs and administrative burden without compromising the objectives and the ambition level of the Directive. Moreover, simplification of use (through guidance, advice, re-useable tools or else) will complement the review of the specifications. All this has to factor in the user perspective and the user needs much more than in the past allowing for different approaches depending on the needs.

Simplification of use should also include making environmental information available to a larger layman public and to application developers for integration in day-to-day administrative, business and information processes.

#### 4.1 Working area 1: Fostering "Fitness for purpose"

"The Balance Challenge"

The REFIT evaluation has already gathered factual data but these may not be sufficient for a detailed analysis of checking whether the Implementing Acts and technical guidelines need to be simplified. Rather than starting a lengthy and burdensome collection of factual data, it is proposed to carry out a consultative process (screening) with the main stakeholders (in particular MIG and environment policy areas) that will help in better identify the strengths and possible weaknesses of the INSPIRE framework, to assess its feasibility (including policy, organisational and technical, issues) and identify areas where simplification should be introduced. The entire INSPIRE framework has been originally designed on the basis of use cases but has not been extensively tested especially in a full European context. So the appreciation of the right interoperability level could be the subject of possible revision in some specific areas (see proposed Framework for INSPIRE maturity levels, figure 4).

# Which level of interoperability is "just right"? Simple Complex Too simple: Identified requirements can not be supported Insufficient harmonisation Few benefits Too complex: Difficult to implement Substantial benefits available only to few users High costs

Figure 3: The Balance Challenge

This short consultative screening process will also take account of lesson learnt in developing quick win applications, the Implementing Acts (except for the 2009 Reporting Decision) and technical guidelines will be screened to identify areas where most gains could be harvested. The action has started in September 2016 and will continue into 2017 (for details see action 2016.1).

As regards the Implementing Acts, any outcome will be reported to the INSPIRE Committee. It is ultimately for the Commission, taking into account the opinion of the Committee, to amend any Implementing acts. Any other results from this exercise will be presented to MIG for endorsement.

The identified priority activities in this area have to be aligned with the implementation deadlines and situations in the Member States so as to ensure continuity, where appropriate, and maximise positive effects over the years to come without compromising the investments that have already taken place.

Any possible adaptations of the implementing aspects must stay strictly within the limits of the Directive. However, the Directive itself is usually quite flexible and adaptable in most areas. Care should be taken that the changes to the Implementing Acts and the guidance do or did not introduce unnecessary complexities or lack of flexibility. Any further work should also look carefully at the technological developments and its potential to drive innovation (i.e. technological watch and adaptation to emerging technologies) since the adoption of the INSPIRE Directive and the related policies and processes which are (also) driving spatial data infrastructure investments, namely the open data policies in the Digital Single Market, the environmental monitoring and reporting provisions as well as the global efforts in information standardisation (eg. through ISO, W3C, ...).

To this end, it is useful to classify INSPIRE implementations into different classes of implementation maturity or sophistication such as INSPIRE basic, INSPIRE essential and INSPIRE premium, a so-called: "Framework for INSPIRE implementation maturity levels".

An illustration of this system of implementation levels is given below. This system will be developed and refined as part of the activities under this working area. It is possible that some implementations will be at different levels for different components and/or different data themes, e.g. *premium* for data sharing (e.g. open data), *essential* for metadata and network services and *basic* for data interoperability. The Coordination Team (CT) will draft a proposal, for comments and endorsement by the MIG after the strategic direction has been agreed.



Figure 4: Illustrative example for a system of INSPIRE implementation levels, fit for different purposes and for different user needs (for the example of the EU eReporting use case). Further discussions will be held in the implementation of this MIWP. The figure will be developed further in the light of these discussions, as appropriate.

#### 4.2 Working area 2: End user applications

The discussions on an EU priority setting have led to the above-mentioned result where the use of INSPIRE for environmental monitoring and reporting as one of the important use cases was considered paramount. The INSPIRE Directive implementation has also been identified as one of the main vehicles to streamline existing reporting processes in order to make them more effective and efficient. The two initiatives also have similar objectives in terms of facilitating information flow between public administrations (data-sharing) and by also facilitating this toward the general public. Combining these two initiatives will also promote the active dissemination and open data policies of the EU. Hence, this will become the first and foremost priority use case in the field of environment policy.

To support this development, a number of concrete activities will be implemented where the INSPIRE MIF will play an important role but where the INSPIRE community will not be able to develop and implement them alone (see below). Such activities are, in particular the development or promotion of:

- a rolling, minimum list of spatial data sets essential for monitoring and reporting of EU environment policy linking to the Eionet core data flows,
- an EU eReporting project (or projects)<sup>9</sup> to support the monitoring and reporting of EU environment legislation.
- end-user tools and applications, e.g. in relation to eReporting ("quick-win applications")

where the MIG can play an important consultative role.

To underline the importance of data-sharing it will be crucial to increase data-sharing also for the purpose of official statistics. The Census 2021 together with efforts of modernization of statistical production with increased use of administrative data as well as geospatial data can benefit from data-sharing. The focus on environmental reporting is very good, just keep in mind these efforts as well (which is supported by Eurostat through the GEOSTAT 2 and upcoming GEOSTAT 3 projects).

As mentioned, close collaboration between the INSPIRE community and the experts working on environmental reporting in the various policy areas will be needed. The action 21 has been reviewed to ensure the necessary coordination and allow contribution to the above-mentioned activities.

In addition to helping streamline the reporting under other pieces of legislation, the monitoring and reporting regime under the INSPIRE Directive itself needs streamlining. The current system is based on Article 21 and the 2009 Reporting Implementing Decision<sup>10</sup>. In addition, a guidance documents<sup>11</sup>

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One idea which would be cutting across many pieces of legislation, is an Interoperable Information Platform on environmental pressures has been mentioned and the concept is under development

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:148:0018:0026:EN:PDF

<sup>11</sup> http://inspire.ec.europa.eu/index.cfm/pageid/5022

exists. The experience from the previous reporting rounds and the evaluation has shown that this system leaves room for improvement. On one hand, there are several data flows which result in similar data being available several times. Moreover, administrative and textual information is still quite significant in this system but since the assessment of these aspects has now been carried out (e.g. on coordinating structures) it is not meaningful to collect these, or slightly updated information, on a regular basis. Moreover, the principles on streamlined monitoring and reporting currently developed in the context of the Environment Fitness Check strongly argue for using numeric data for "key performance indicators" and making the rest of the information publically available at national level. Finally, the progress in the monitoring action and the validation and scoreboard tools linked to the Geoportal and run by the EEA would allow for a much more streamlined, electronic and simple monitoring and reporting process under INSPIRE. As a result, this working area will carry out activities to significantly simplify and streamline monitoring and reporting under the INSPIRE Directive well in time before the next national reports due in 2019. An analysis of the existing documents (Reporting Decision and guidance) needs to be carried out and a concept for developing the future approach will be developed until the end of 2016. In 2017, this concept would then be implemented. Before involving the Committee, the MIG-P will oversee this work supported by the MIG-T.

As part of these activities, the EU geoportal will play a crucial role. The Commission is currently discussing the future direction in implementing the Geoportal. The Member States will be associated and consulted in this process to ensure that whatever solutions are envisaged, they are complementary to the national geoportal efforts and they result in administrative efficiencies and streamlining.

## 4.3 Working area 3: Alignment with national, EU and international policies/initiatives

The implementation of the INSPIRE Directive is embedded in a number of national, EU and global policy developments. There is already a high level of awareness on these issues in the expert community. However, there are no dedicated, coordinated and systematic efforts between the EU level partners and the Member States to create synergies and align the INSPIRE work with those other policies. Since this area covers potentially a large number of areas, a structured and focussed effort needs to be agreed in relation to a number of priority areas.

This area could address questions of financing opportunities and project coordination with available EU funds and projects will be explored. Moreover, discussions will need to identify other concrete short-term, time limited actions or more long term activities in this area, e.g. in relation to the Digital Single Market or Copernicus. INSPIRE is now increasingly featuring in the implementing actions for the Digital Single Market, such as the eGovernment Action Plan<sup>12</sup> and there are opportunities to use existing calls for proposals in related areas such as ISA<sup>2</sup> (in particular, ISA<sup>2</sup> action 2016.10 ELISE – European Location Interoperability Solutions for E-government) or the Connecting Europe Facility<sup>13</sup>.

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<sup>&</sup>lt;sup>12</sup> See action 19 in COM(2016) 179

Also the coordination of input to global processes, such as UN GGIM could be of interest in the context of the INSPIRE implementation.

#### 4.4 Working area 4: Continued support to implementation

In addition to the above-mentioned new priorities, the MIF will continue to support the implementation of INSPIRE in the Member States through a number of activities, including e.g.:

- developing technical guidelines (including simplified guidance material) or exchanging best practices (which can include, e.g. use cases and examples of successful implementation in a Member State of a single topic under an INSPIRE Annex theme);
- corrective maintenance of the INSPIRE framework by managing and resolving issues in technical guidelines and preparing proposals for change for Implementing Acts;
- adaptive maintenance of the INSPIRE framework to take into account emerging standards and technologies; development of tools supporting implementation and/or use of INSPIRE data and services including e.g. (cost-free) offer (for MS at least) of officially endorsed tools to validate data, metadata and services;
- development of tools supporting implementation of INSPIRE data and services including e.g. (cost-free) offer (for MS at least) of officially endorsed tools to validate data, metadata and services;
- building capacity in the Member States for INSPIRE implementation (e.g. webinars, best practices, presentations, (seed) training (i.e. central training of one or two MS representatives that then would give the training to homeland colleagues ...); and
- stakeholder engagement, including coordinating the further development of the INSPIRE knowledge base and contributing to its operation and engagement of thematic communities.

These activities will have to be defined in detail to ensure that the necessary resources are available and provided that they do not prevent the work on the other priorities.

#### 4.5 Other activities

The activities under the above working areas are clear priorities resulting in the core set of activities agreed and implemented in the context of the MIWP 2017-2020. The EU partners (DG ENV, JRC and EEA) will allocate the majority of their resources to implement these core activities and national authorities active in the MIF are called upon to review their investments into the MIF and align them with this MIWP, as appropriate. However, it is recognised that there are other valuable activities or

See new ISA<sup>2</sup> programme 2016 (<a href="http://ec.europa.eu/isa/isa2/index\_en.htm">http://ec.europa.eu/isa/isa2/index\_en.htm</a>) and CALL FOR PROPOSALS CONCERNING PROJECTS OF COMMON INTEREST UNDER THE CONNECTING EUROPE FACILITY IN THE FIELD OF TRANS-EUROPEAN TELECOMMUNICATION NETWORKS (<a href="https://ec.europa.eu/inea/sites/inea/files/2016-2">https://ec.europa.eu/inea/sites/inea/files/2016-2</a> ceftelecom calltext publicopendata superfinal 120516.pdf).

interests of national experts, e.g. in the context of the EU interoperability and information initiatives. Moreover, there are numerous EU or other funded projects ongoing, e.g. ISA/ISA² actions: Are3na, EULF, ELISE or pan-european and regional initiatives (ELF, The Nordic INSPIRE network, DRDSI).... To identify actions or projects of wider interest, a non-exhaustive list is provided in Annex 2. This list is mainly for information purposes and every authority can decide individually in how far it engages and uses the results of such activities and projects.

Whilst the Annex 2 does not form part of the MIWP 2017-2020, there may be circumstances or particular results which could indeed be valuable for the INSPIRE implementation overall. E.g. it could be envisaged that a particular standard or guidance is considered useful to be applied in the more formal INSPIRE context. Therefore, a mechanism will be developed by which the MIG-T can make an evaluation and recommendation as regards such particular projects or results and the MIG-P will be reviewing these recommendations. As a result, the MIG-P could decide to endorse a particular "product" stemming from a project outside the MIWP and make it an "official" guidance under the INSPIRE implementation. A specific procedure will have to be agreed and the publication of such products would have to be clearly indicating the more official status (e.g. by using the INSPIRE logo more restrictively only for officially endorsed products from the MIF). The MIG-P will be asked to endorse such a procedure following consultation of the MIG-T on proposal made by the EU partners.

#### 5 Stakeholder engagement

The development and implementation of the INSPIRE Directive is characterised by a wide consultative and collaborative approach. With an increased focus on user needs, the engagement with stakeholders through, e.g. capacity building will be increasingly important.

Many actions to engage with a wide group of stakeholders have successfully taken place in the past, e.g. through workshops, webinars, communication material and the web page. In particular the annual INSPIRE Conference<sup>14</sup> which took place for the 10<sup>th</sup> time in 2016 has proven to be a widely recognised forum and gathering of the European spatial data community. Despite these efforts and achievements, the engagement with some stakeholder groups has been less successful, in particular the environment policy and implementation community including the reporting experts for EU environment legislation (as one important user community). Moreover, there is no systematic and structured engagement with the business sector or the environmental organisations (e.g. business sector, acting as primary data providers especially in theme III.6 Utilities and governmental services). Also the contacts to key governmental organisations and the digital innovation communities are mainly project-related or happen through the conference. To overcome these issues, some organisational aspects of the MIF will be reviewed (see next section) and the focus of stakeholder engagement will particularly be shifted to the environment policy community.

The users and stakeholder focus will also need to be reflected within the specific actions under the work programme. However, since relevant users and stakeholders may differ from action to action, a specific analysis and way forward should be agreed for each action. One proposal that will be explored further which could address this issue in a more horizontal and proactive manner is the development of an INSPIRE user engagement strategy, covering the identification of key categories of INSPIRE users and proposed activities and engagement channels (tailored for each category) for better collecting their input, requirements and proposals for simplification of use.

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<sup>&</sup>lt;sup>14</sup> http://inspire.ec.europa.eu/index.cfm/pageid/501

#### 6 Working arrangements and practicalities

The working arrangement of the past were established in 2014 following the finalisation of the first stage of work, in particular on implementing acts where the Committee was a main actor. The mandate and the current terms of references (ToRs)<sup>15</sup> are largely those established for expert groups at EU level although no detailed rules of procedures (RoPs) have been laid down. Hence the general RoPs<sup>16</sup> apply. So far, however, no systematic engagement with stakeholders (industry, civil society and other organisations) has been foreseen. Therefore, the revision of the existing ToRs will be discussed and, if possible, agreed. This would then be an opportunity or to clarify the RoPs as well as some other issues including the roles and working arrangements to ensure a smooth and effective operation of the MIWP.

The MIWP has no mandate by the Directive in relation to tasks assigned to the **INSPIRE Committee**. Activities mandated to the Committee (see annex 3 for overview) are proposed by the Commission and the Committee acts in accordance with the procedures<sup>17</sup>. The Committee has its own RoPs and can, of course, decide to make use of the expert structures under the MIWP for preparing certain deliverables that it is mandated to address. Currently, no concrete activities which would fall under the remit of the INSPIRE Committee exist. However, this may change in the light of the follow up to the Commission's INSPIRE evaluation. The Commission will call for a meeting of the Committee in late 2016 and then ensure a smooth functioning between the Committee and the MIWP by ensuring a regular information exchange and by arranging, where and as appropriate, back-to-back meetings of the Committee with the MIG-P.

The **MIG-P** is the policy sub-group with particular focus on strategic and political questions and with responsibilities to agree the MIWP as well as to endorse outcomes of the MIWP and thereby give them an informal (i.e. not adopted by Commission or Committee) but still official status (i.e. validated by the official INSPIRE Expert Group). The current practices (e.g. regarding disclaimers for final documents) will be reviewed and brought in line with similar Common Implementation Strategies and process under other environmental legislation (e.g. water or nature).

The **MIG-T** is the operational and technical arm for the INSPIRE implementation. Many of the concrete actions are carryout under the remit of the MIG-T. However, the interplay between MIG-T and MIG-P will be refined, e.g. by sequencing the meetings allowing for appropriate preparation and follow up of the meetings.

It is also common practice to establish technical, ad hoc or sub-groups. Whilst this approach has proven useful in the past, clearer mandating and oversight should be developed so that the deliverables are being prepared within the timeframe, quality and expectations set out at the beginning. Hence, as a rule, it is for the MIG-P, with possibility for suggestions from the MIG-T, to

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http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetailDoc&id=21650&no=1

<sup>&</sup>lt;sup>16</sup> C(2010)7649 and SEC(2010) 1360

Since the adaptation to the Lisbon Treaty (delegated and implementing acts) has not happened yet, the procedures laid down in Directive 1999/xxx/EC as amended by 2006/xxx/EC still apply.

decide on any other groups of whatever nature. The mandate of existing sub-groups has been reviewed and agreed by the MIG-P.

The MIWP 2017-2020 in its present form represents a rolling work programme until 2020 (or maybe even beyond). The detailed arrangements for the review are set out below. Collaboration with experts outside the MIWP is essential for the INSPIRE implementation success. Some concrete arrangements have been mentioned above under other activities (section 4.4).

Finally, implementation of the agreed actions under the MIWP will not happen if the necessary resources are not allocated by all partners involved. The EU partners will prioritise their resources around the agreed core actions. However, a concrete commitment can and will only be made on an annual basis following the availability and agreement of the needed resources for such actions in the EU budget. Member State experts are invited to do the same and, ideally, inform the MIG-P about their investment. Actions without agreed and committed resources cannot be agreed as part of the MIWP. In some cases, a priority of allocation of resources will also be necessary. The Commission will, e.g. consider the future of re-imbursement of experts in line with its procedures and budget availability, as an effective investment in the INSPIRE implementation given the administrative costs involved.

#### 7 Conclusions and outlook (incl. review)

The MIWP 2017-2020 is designed to continue the successful work under the MIF in the past and identify objectives, working areas and practical arrangements for the future taking account the results of the INSPIRE mid-term evaluation and the feedback from the bilateral meetings. The current MIWP covers the period from 2017 to 2020 clearly identifying the concrete core actions in more detail for 2017 and less detailed for later. Hence, a regular review of the MIWP will be undertaken by the MIG-P with input from the MIG-T, in particular monitoring progress and delivery of the agreed actions, ensuring quality control of the deliverables and identifying new activities to be included in Annex 1, provided they contribute to one of the agreed working areas and provided resources are available and allocated. A first review and completion of the work programme, in particular with regard to the annex will be discussed in December 2016 taking account the early experiences with this way of working and making adjustments, where necessary. A complete review of the work programme and an updating of the specific activities and actions will take place towards the end of each year, starting with 2017. It will be also important to critically review and evaluate the success and the effectiveness of the MIWP at the next evaluation stage for the INSPIRE Directive which is likely to take place around 2020. Finally, the partners in the MIWP should coordinate and combine efforts to communicate and promote the actions undertaken and results agreed under the MIWP with the view to wider the user base and engage with as many partners as possible in order to continue to make the INSPIRE implementation a success.

# Annex 1: Core actions under the MIWP linked to the main working areas

This annex features the core MIWP 2017-2020 actions, endorsed by the INSPIRE Maintenance and Implementation expert Group, under their respective working areas.

#### Working area 1: Fostering "Fitness for purpose"

2016.1: INSPIRE fitness for purpose - Analysis

Title	INSPIRE fitness f	INSPIRE fitness for purpose – Analysis					
ID	2016.1	2016.1					
Status	☐ Proposed	☐ Proposed ☐ Endorsed ☐ In Progress ☐ Completed					
Issue	Implementing Ru (the purpose of thave repeatedly data models and them implement Parliament 18, the INSPIRE rules, in implementing ris requirements)".  While many of the implementation additional Techn screening of the implementation yet. Such a scree implementation, At the same time centric. Hence, a theoretical exercing requirements from Ideally fit for purhave big political necessary capacit (MIG-P, MIG-T, A	2016.1  ☐ Proposed ☐ Endorsed ☐ In Progress ☐ Completed  As part of the INSPIRE Report and REFIT evaluation, the Directive (but not the Implementing Rules of Guidelines) has been assessed as regards its "fitness for purpose". (the purpose of the Directive is set out in its Article 1). Member States and stakeholders have repeatedly expressed concerns regarding the (perceived) complexity of the INSPIRE data models and guidelines, in particular for Annex III, and the expected difficulty to have them implemented by the 2020 deadline. In the report to Council and European Parliament 18, the Commission is recommended to "review, and possibly revise, the INSPIRE rules, in particular on spatial data harmonisation, to take into account the implementing risks and complexities with a view to reducing them (simplification of					

<sup>&</sup>lt;sup>18</sup> Reference to be added

infrastructure ready to be harvested for environmental end-user applications and use cases such as reporting, while at the same time the objectives for the INSPIRE Directive can be aligned with Commission priorities.

#### **Proposed action**

The action aims at systematically analyzing and reviewing INSPIRE requirements in the legal (implementing rules) and, if needed, technical (guidelines, etc) framework and of the implementation practices and concrete difficulties in the Member States, with the aim to identify and propose to the MIG possible measures for streamlining and simplification of INSPIRE implementation.

The analysis should not be a theoretical exercise, but pragmatic and based on concrete implementation experience in the Member States. It is therefore important that feedback from all levels of the implementation, the policy makers and the actual implementers in public authorities will be collected. It should also aim at a differentiated view, investigating the situation for different themes and Member States. Suggestions for simplification already made by some Member States or existing solutions for simplification developed into projects can be tabled as written input to the review.

The approach to the review and the preparation of proposed actions shall take into account the existing and relevant legal provisions of the INSPIRE Directive (e.g. Article 7.2 regarding feasibility and proportionality and Article 8,.1 regarding the requirements for interoperability), the outcome of the Commission's REFIT evaluation and the Better Regulation Guidelines (COM(2015)111), which provide a methodological framework for assessing "fitness for purpose".

Based on the analysis, one or several follow up actions will be proposed, which will be discussed and, if relevant, endorsed by the MIG-P or the Commission, following consultation of the Committee (depending on the nature of the proposed action).

For example, such measures may include, but are not be limited to:

- proposals for simplifying the requirements in the Implementing Acts and/or Technical Guidelines,
- developments of tools supporting INSPIRE implementation and/or usage of INSPIRE data and services (e.g. for complex GML schemas),
- propose additional guidance and/or best practices, e.g. on the harmonization of national or pan-European implementation approaches (e.g. definition and provision of national reference data sets) or on the harmonization of thematic priority setting for implementation,
- setting up implementation roadmap(s), based on different implementation levels
  and concrete use-case-driven priorities at different levels of governance (e.g. use
  cases for environmental reporting at EU level, management of an underground
  cadaster and/or utility network infrastructure at national level, cross-border flood
  management or air quality observation and forecasts at regional or local level,
  etc.)

For each proposed measure, the likely impact (e.g. on the existing legal and technical framework and on existing implementations in the MS or information on costs or benefits) should be described as much as possible within the available timeframe. If any proposed action would require more in depths analysis of such impact, this should be highlighted as well. Also, possible dependencies, impacts and synergies with other MIWP actions should

	be considered.
Link to REFIT evaluation	Direct follow up to the proposed actions on "simplification of requirements" and "simplification of use" set out in Recommendations (page 12 of COM(2016)478).
Links & dependencies	<ul> <li>The following proposed actions under the previous MIWP could be relevant in this context and could feed into the review as a way to address some of the potential shortcomings that will be identified.</li> <li>MIWP-1 Making TGs more readable, as initiated with Data Specifications (this could become one of the proposed measures)</li> <li>MIWP-2 INSPIRE FAQ (this could become one of the proposed measures)</li> <li>2016.4: The collection of the thematic implementation issues and proposals for changes</li> </ul>
	If necessary, these actions will be refined or revised and will be presented for endorsements as a follow up to the review at a later stage. No other activities under these proposed actions is foreseen at the moment.
	Also coordination with the parallel action 2016.2 on streamlining monitoring and reporting will be needed.
Organisational set- up	The analysis of issues and development of measures and new MIWP actions to be proposed to MIG will be carried out by DG ENV and the JRC in close collaboration.  The action is supported by a dedicated temporary MIG sub-group "fitness-for-purpose review" based on the mandate set out here. This sub-group will receive input from experts of all Member States, including the policy level, the implementers and the technical experts. The group consists of volunteers of the MIG-P and the MIG-T that are well aware of the implementation in their country (in all thematic domains) and across borders. They are familiar with the legal, technological and organisational approach proposed for INSPIRE implementation. The participation list is enclosed to the meeting reports.  Two face-to-face workshops took place, on 30 September and on 16 November 2016. The meetings discussed the analysis and proposed measures and prepared a document for the next MIG-P meeting.  The sub-group also discussed a simple questionnaire which will allow collecting views and inputs from all Member States. The questionnaire is now circulated to all MIG-P and MIG-T members and feedback will be expected. The questionnaire will also allow others, e.g. users, other administrations, businesses, international organizations (with through the
	webpage or at the INSPIRE conference) to provide feedback. Deadline for contribution is the end of 2016.  The progress and outcome of the work until November 2016 was somewhat slower than expected and some issues require further in-depth discussions. On other issues, some concrete proposals for actions to be included in the MIWP (to be started in 2017) were made. New actions will agreed through a separate mandate. As regards the issues that need further discussions, the sub-group will continue its work until June 2017. It will build on the issues and suggestions identified in DOCX of the 5 <sup>th</sup> MIG meeting. The sub-group will also compile and review the input from the questionnaire and take them into account when finalizing its proposals. It is therefore envisaged to have another meeting of the sub-group in the first half of 2017 and to prepare a document for the 6 <sup>th</sup> MIG-P meeting, as appropriate.

Lead	DG ENV (chair) and JRC	
Scope	In terms of possible simplifications, the IRs and TGs will be analysed and reviewed.  A review of the INSPIRE Directive itself is not foreseen and therefore out of scope. This action does not include the 2009 Decision on monitoring and reporting which will be covered by a separate, parallel action (see 2016.2).	
Tasks  Outcomes	<ul> <li>Review the Commission's REFIT evaluation and identify relevant aspects for this action.</li> <li>Prepare questionnaire to systematically gather input from all Member States on which elements of the INSPIRE Directive work well and which my need attention (e.g. which implementing rule, which guideline, which other aspect) and collect suggestions for simplification.</li> <li>Review feedback from questionnaires and outcome of other input received and identify those priority areas which need most urgent attention.</li> <li>Identify (additional) obstacles to implementation not identified in the Commission's REFIT evaluation, features in the INSPIRE framework that are not being used and opportunities for streamlining through feedback from the working group members as well as desktop studies (e.g. analysing issues raised in the past by MIG, and MIG sub-groups e.g. current Proposal for changes to the INSPIRE Data specification (IR,TG), MS action plans, M&amp;R 2016, the mid-term evaluation survey and the minutes of the bilateral meeting with MS).</li> <li>Develop proposals for streamlining and simplification, including an analysis of the potential impact, as far as possible within the available timeframe.</li> <li>Draft document for MIG-P (or Committee, if appropriate) with proposal for MIWP actions for 2017 and beyond.</li> <li>This action / sub-group has prepared a discussion document by November 2016 with the following elements:</li> </ul>	
	<ul> <li>List of issues/obstacles/requirements including their proposed solutions</li> <li>List of proposed MIWP action(s) for 2017 and beyond for implementing the proposals for streamlining and simplification</li> <li>Parts of this document will be developed further and presented in a similar way to the subsequent MIG-P meeting in June 2017 provided a suggested way forward can be identified.</li> </ul>	
Proposed Impact	<ul> <li>☑ Technical Adjustment / Bug Fixing</li> <li>☑ Technical Improvement / Development</li> <li>☑ Practical Support for Implementing Process</li> <li>☑ Cost Reducing Effect for Implementing Process</li> <li>☑ Direct Support on Policy-Making / - Activities</li> </ul>	
Timeline	Date of Kick-off: September 2016  Proposed date of Completion: 31/05/2017	
	Thereafter, the sub-group seizes to exist unless a new mandate is agreed by the MIG-P.	

Required human resources and expertise and possible funding	Members/Volunteers from the MIG-P and the MIG-T who have been identified will continue to be involved.		
Required financial resources	The coordination of the activity and the creation of the outputs will be funded by DG ENV through the Administrative Arrangement with the JRC.  Additional resources may have to be made available by the sub/group members to prepare input to the work, by everybody to complete the questionnaire and by implementers in the MS to implement the agreed MIWP actions.		
Risk factors	Overall risk level of the action  High  Medium  Low	Risk factors to be considered  ☑ Missing Resources (especially in 2016 as resource planning for 2016 already took place)  ☑ High Complexity  ☑ Interdependencies with other Actions  Others:  • The announcement of possible changes in the Implementing Acts may cause to implementers to stop their implementation until further directions are clear.  • Radical changes require new additional resources and capacities to implementers which have already implemented. It may undermine any further implementation plans.  • Limited time available	

#### Working area 2: End user applications

#### 2016.2: Streamlining the monitoring and reporting for 2019

Title	Streamlining the n	Streamlining the monitoring and reporting for 2019				
ID	2016.2	2016.2				
Status	☐ Proposed	☐ Proposed ☐ Endorsed ☐ In Progress ☐ Completed				
Issue	tools) is based on a Decision. Experien that this system le quite significant in it represents a sign	The current Monitoring and Reporting system (requirements, processes and supporting tools) is based on Article 21 of the Directive and on the 2009 Reporting Implementing Decision. Experience from the previous reporting rounds and the evaluation have shown that this system leaves room for improvement and streamlining. Textual information is still quite significant in this system but since it is not always relevant nor comparable and that it represents a significant burden, updated information should be collected in an easier, comparable and less burdensome way for the reporting actors (MS, EEA, EC).				

While the resources needed at MS and EC/EEA level to handle the monitoring process have been reduced due to the work of the finalised MIWP-16, the reporting process is reported by MS as being still time consuming and of an unknown added value. In particular, the current process does not allow for the provision of comparable results across MS. This concern was also highlighted in the discussions at the MIG-P meeting in December 2015. In MIWP-16 the monitoring indicators have been evaluated and several issues indicated in the final report of action still need to be addressed. This might require changes of the 2009 Decision and corresponding technical guidelines. It is therefore relevant to review the INSPIRE Monitoring and Reporting process and obligations in order to develop and implement an optimized and effective process according to Art. 21 of INSPIRE Directive, in line with the Better Regulation Guidelines (COM(2015)111) and the aims of the Fitness Check on environmental monitoring and reporting (http://ec.europa.eu/environment/legal/reporting/fc overview en.htm). Review of current indicators and development of Key Performance Indicators **Proposed action** (KPI) that allow for a consolidated view of some elements of the reporting; Development template for country fiches (synoptic presentation of the status of INSPIRE implementation in a country in a 4-5 pages document) as a main and quick result of the three annual reporting; Development of forward-looking critical success factors as part of the template for the country fiches; Ensure that all elements requested for reporting can be gathered from metadata and complemented by targeted surveys (or similar means); Review and integrate proposals for updates to the monitoring done by MIWP-16; Propose rationale and ideas for amendment of the 2009 Reporting Decision and corresponding technical guidance documents as an input to discussions in the Committee (provided that the Commission gets the mandate to revise the Decision in 2017 or 18); Development of a new, streamlined monitoring and reporting process; Prototyping, testing and implementation of the new monitoring and reporting process. Link to REFIT This is a specific proposed action under "simplification of requirements" set out in evaluation Recommendations (page 12 of COM(2016)478). Links & Dependencies: dependencies Recommendations of the MIWP-16 about updates to the monitoring process; INSPIRE monitoring dashboard; MIWP-Fitness for purpose regarding metadata and/ or key words for discovery services Tools to automate the generation of monitoring indicators based on the metadata served by INSPIRE Discovery Services. Links: The activity on priority INSPIRE datasets for environmental reporting: some KPIs will likely be related to the availability of data for environmental reporting Action 2016.1 on the fitness-for-purpose review. Focus Group on environmental monitoring and reporting (internal group preparing the Reporting Fitness Check) and Stakeholder Workshop (at the INSPIRE Conference) Organisational set-A dedicated temporary sub-group is suggested, similarly to what has been done for MIWP-

ир	16. The sub-group should ideally consist of members of MIG-P, MIG-T and INSPIRE rapporteurs in order to have a right mix of hands-on and policy knowledge. It should also include users of the report. The sub-group may organise itself in working groups if deemed appropriate by its members.			
	Furthermore the contractor(s) or staff in charge of the actual implementation of the IT tools to be produced as outcome of the activities of this MIWP, e.g. the Project Steering Committee of Monitoring dashboard, should be involved at latest at the time of the drafting of the functional analysis and ideally already before (e.g. for the needs analysis).			
Lead	JRC (in collaboration with DG-ENV)			
Scope	Reviewing 2009 MR Decision and related guidelines. The scope of the action should be to modernise and streamline the monitoring and reporting process in order to make it more fit for purpose, less cumbersome for all partners involved and based to the maximum extent possible on indicators automatically derivable from existing INSPIRE services.			
	Any IT developments done should be usable by MS at MS level for MS needs and by the EC at European level for EC needs.			
Tasks	<ul> <li>Conceptual [2016]         <ul> <li>Development of a work plan including feedback lookups between tasks</li> <li>Collect issues raised by MS</li> <li>Perform a needs analysis about use of MR coming from MS and EC and maybe other actors?</li> <li>Identification of functional requirements.</li> <li>Synchronisation with the geoportal and/or the content of the INSPIRE discovery services (including all necessary to get the same data sets and services available and reported)</li> <li>The need for drafting technical requirements                 <ul></ul></li></ul></li></ul>			
Outcomes	<ul> <li>Technical input for the updated of 2009 MR Decision and corresponding technical guidance documents</li> <li>Proposals for an updated dashboard with a system to visualize and edit country fiches</li> <li>User documentation</li> </ul>			
Proposed Impact	☐ Technical Adjustment / Bug Fixing  ☑ Technical Improvement / Development			
	☑ Practical Support for Implementing Process			

	□ Cost Reducing Effect for Implementing Process				
	☑ Direct Support on Policy-Making / - Activities				
Timeline	Date of Kick-off: Oct 2016				
	Proposed Date of Cor	mpletion: 31/12/2018			
Required human resources and expertise	MIG-P, MIG-T and INSPIRE rapporteurs with experience of at least one monitoring and one reporting exercise. Ideally some of those people would have been active in MIWP-16 and would be already using the tools developed under MIWP-16 to ensure a good transfer of knowledge.				
Required financial resources and	Some funding is fores JRC.	een by DG ENV through the Administrative Arrangement with the			
Financial resources will be needed to finance the implementation of the update dashboard and to follow the development of the needs' analysis, functional ana their translation into technical requirements. Most resources will be needed in a actual implementation and slightly less in 2018 for testing and improvement. From onwards, funding should come from the same mechanisms put in place for the vortice of MIWP-5.					
	_	tator does not need to be paid, resources should be put aside for a all workshops per year.			
Risk factors	Overall risk level of	Risk factors to be considered			
NISK Idetors	the action  ☐ High	<ul><li>☑ Missing Resources (especially in 2016 as resource planning for 2016 already took place)</li></ul>			
	⊠ Medium	☑ High Complexity			
	□ Low	☐ Interdependencies with other Actions			
		Others:			
		<ul> <li>No political mandate for Revision of 2009 MR Decision or need to prepare an impact assessment before adopting the revision (see Better Regulation Guidelines).</li> </ul>			
		Note: the political mandate, i.e. the decision of the Commission to review and revise the implementing Decision 2009/442/EC will be requested following consultation of the Committee in December 2016. Only when the Commission has given a mandate for revision, this action will go continue in 2017. At that point, adaptations may need to be made in the light of this mandate.			
		<ul> <li>Lack of funds for implementation, nominated people do not have the right expertise and/or availability.</li> </ul>			

# Working area 3: Alignment with national, EU and international policies/initiatives

Specific actions on Copernicus will be proposed separately and possible an action on th use of INSPIRE in CENSUS2021 provided there is a role for the MIG to play.

#### Working area 4: Continued support to implementation

#### 2016.3 Validation and conformity testing

Title	Validation and co	nformity testing			
ID	2016.3 (previously MIWP-5)				
Status	☐ Proposed	⊠ Endorsed	☑ In Progress	☐ Completed	
Issue	As INSPIRE is coming into a practical implementation phase there is a great need of tools for validation (metadata, service and data). There is a validation service (web service) available at the EU-portal and some countries have also developed tools for validation of metadata and services, for instance in the Netherlands and Germany. These validators might include slightly different interpretations of standards. To ensure that result from a tests of conformity are identical, a common, officially approved, validator should be accessible from INSPIRE web.  Software vendors claim that their products are INSPIRE-compliant without having undergone a certification process.  The abstract test suites in INSPIRE data specifications define the set of tests to be applied but there is no reference implementation of those abstract test suites.				
Proposed action	<ul> <li>Develop a commonly agreed European validator for data, metadata and network services (incl. performance testing)</li> <li>Testing should focus on interoperability of applications and services</li> <li>legal compliance cannot be checked based on conformity with TG</li> <li>The validation rules should be made explicit so that data providers in Members States know what is validated upon exactly and how is validated</li> <li>the MIG should jointly agree on the tests to be included in the validator</li> <li>Investigate feasibility of executable tests and/or tools or services for checking conformance of datasets with the various DS</li> <li>Establish rule that all new TG need to ATS and executable tests</li> <li>Discuss the possibilities for setting up a compliance certification facility and process similar to the OGC</li> </ul>				
Link to REFIT evaluation				-	
Links & dependencies	<ul> <li>Dependencies:</li> <li>The action may be affected by updates to TGs in actions MIWP-7a/7b (download services), MIWP-8 (metadata), 2016.4 (data specifications) and the ad-hoc MIG-T action on Spatial Data Services</li> <li>Links</li> <li>MIWP-6: Registries and registers (setting up a register of conformance classes and test cases)</li> </ul>				
Organisational set- up	Organisational set- This action is carried out by a MIG sub-group including MIG representatives and experts				

	of the commonly agreed European validator.				
Lead	<ul> <li>Italy (Carlo Cipolloni) for MIWP-5</li> <li>JRC for coordinating the work of MIWP-5 and the ARE3NA ISA action</li> </ul>				
Scope	<ul> <li>Validation of data, network services and metadata based on requirements in the TGs</li> <li>Validation against the requirements in the IRs is out of scope</li> </ul>				
Tasks	<ul> <li>Policies and procedures         <ul> <li>Define scope of validation and testing</li> <li>Define policies and procedures of validation and conformity testing, e.g. rules for developing/maintaining tests.</li> <li>Establish INSPIRE testing maintenance framework based on results of ii. (e.g. operational activities)</li> <li>Investigate feasibility of setting up a compliance certification facility and process similar to OGC CITE or other rate system</li> </ul> </li> <li>Software development         <ul> <li>Define use cases for a common validator (for metadata, data and services)</li> <li>Derive requirements (functional and non-functional) based on use cases.</li> <li>Collect information on existing validation tools/platforms and approaches, including languages/approaches for documenting tests</li> <li>Evaluate existing tools/platforms and approaches on how they meet the requirements</li> <li>Derive software/test development requirements</li> <li>Software development in according with requirements defined.</li> </ul> </li> <li>Test development         <ul> <li>Analyse requirements in the TGs and develop Abstract Test Suite (ATS) for metadata and network services</li> <li>Develop Executable Test Suite (ETS) based on the ATS for metadata and network services</li> <li>Investigate feasibility of testing INSPIRE data sets as pilots based on ATS of data specifications</li> </ul> </li></ul>				
Outcomes	<ul> <li>Change management process proposal for maintaining ATS, ETS, software, documentation etc.</li> <li>Use case descriptions</li> <li>Specification of (functional and non-functional) requirements</li> <li>Overview about existing validation tools/platforms (including developments in ISA action 4.2.6 Interoperability Testbed)</li> <li>ATS for metadata and network services (agreed by MIG-T)</li> <li>ETS for metadata and network services (agreed by MIG-T)</li> <li>Pilots (ETS) for testing data sets based on data specifications</li> </ul>				
Timeline	Date of Kick-off: May 2014				
Required human resources and expertise	Proposed Date of Completion: 30/06/2017  The members of the temporary sub-group should have expertise in one or several of the following areas:  • Specification of validation rules for metadata, network services and/or data (incl. data model and data content validation)  • Specification and/or development of validation software (for metadata, network services and/or data) at national level  • Development software on service performance monitoring.  • Implementing Rules and Technical Guidelines for metadata and their implementation.  • Implementing Rules and Technical Guidelines for network services and their				

	implementation				
	Implementing Rules and Technical Guidelines for data interoperability and their				
	implementation (incl. data transformation and ATS).				
	Spatial data servi	ice development			
	The impulsion sustains				
	•	of the commonly agreed validator requires expertise in software			
	development for dist	ributed information architectures.			
Required financial	Workshop reimb	ursement			
resources	Expert contracts for specification of ATS/ETS				
	Contracts for software design and development				
	Hosting and oper	ration of operational service			
	Overall risk level of	Risk factors to be considered			
Risk factors	the action				
	☐ High	☐ ☐ High Complexity			
	⊠ Medium				
	☐ Low	☐ Interdependencies with other Actions			
	LOW	Others: Lack of feedback on ATS			
Possible funding	<ul> <li>ARE3NA ISA action / ELISE ISA2 action</li> <li>JRC institutional / competitive budget</li> <li>MS funding</li> </ul>				

# 2016.4: Theme specific issues of data specifications & exchange of implementation experiences in thematic domains

Title	Theme specific issues of data specifications & exchange of implementation experiences in thematic domains					
ID	2016.4 (previously MIWP-14)					
Status	☐ Proposed ☑ Endorsed ☑ In Progress ☐ Completed					
Issue	<ul> <li>Proposed ⊠ Endorsed ⊠ In Progress □ Completed</li> <li>A number of the issues of INSPIRE implementation is theme-specific. There is currently no agreed way for implementers in the Member States to share their experience and discuss about (theme-specific) issues they encountered, approaches they used for implementation or planned extensions or value-added thematic applications.         <ul> <li>A number of theme-specific issues have been raised for the data specifications of PS, AD, EL, US, TN, BU, CRS and HY. This includes PS (Full application schema), which needs to brought in line with Annex III themes and has therefore temporarily been removed from the updated PS data specification (see MIWP-10).</li> </ul> </li> <li>Since the TGs still allow some degrees of freedom for implementing the IRs there is a need of active collaboration to support "harmonised" approaches for implementation.</li> <li>There is also currently no coherent overview of the status of the implementation for the different INSPIRE data themes.</li> <li>Finally, there are a number environmental and non-environmental thematic policies, for which the links, dependencies and usage of INSPIRE data should be discussed and clarified, in particular (but not only) in relation to reporting obligations, e.g. air quality,</li> </ul>					
Proposed change or action	<ul> <li>MSFD, IED, noise, UWWTD, WFD/WISE (direct link to the MIWP – 21 Thematic pilots)</li> <li>Build communities of INSPIRE implementers in the EU as well as in MSs for the proposed clusters of themes</li> <li>Create a platform (e.g. a wiki or a re-designed INSPIRE forum) for sharing experiences</li> </ul>					

	<ul> <li>and for discussing implementation issues (including results from usability tests) and approaches. This platform should be open to all INSPIRE stakeholders.</li> <li>Address already identified issues on data specifications of Annex I, II and III and propose (if relevant) concrete change proposals to the TG to the MIG</li> <li>Use the platform to better understand thematic implementation issues, approaches and requirements in each MS to seek common "harmonised" solutions, i.e. what tools or which options in the TG are used (where there are several), what extensions or value-added applications are developed or planned. This could be done through questionnaires or surveys on different topics. The results should be made publicly available on the platform to be re-used by all whenever relevant.</li> <li>Support the successful implementation (e.g. developed applications) of INSPIRE by MSs or thematic communities in order to demonstrate its benefits.</li> </ul>		
Link to REFIT evaluation	Specific proposed actions on "assisting Member States in applying and implementing the INSPIRE Directive set out in Recommendations (page 12 of COM(2016)478).		
Links & dependencies	<ul> <li>Concrete implementation issues and proposals for streamlining that are collected on the TC platform will be used as input to action 2016.1 INSPIRE fitness for purpose – Analysis. The questionnaire developed in that action will be actively promoted on the TC platform.</li> <li>Proposed changes to INSPIRE TGs may have an impact on Action 2016.3 Validation and conformity testing and MIWP-6 Registers and Registries (from the previous MIWP)</li> </ul>		
Organisational set- up	The action will be supported by:  • thematic communities for the following clusters, each of which will be supported by a thematic facilitators  • GE, SO, NZ, MR, ER  • LU, LC  • EL, OI, GG, RS  • EF, O&M  • AF, PF, US  • GN, AU, CP, AD, BU, TN, HY  • OF, SR, AC+MF  • PS, AM, HB, SD, BR  • SU, PD, HH  Several thematic applications and policies affect more than one cluster. Therefore, the initial clusters based on INSPIRE themes may be re-organised or complemented with		
	<ul> <li>cross-thematic working groups.</li> <li>a temporary MIG sub-group consisting of one facilitator per thematic cluster and chaired by the EC &amp; EEA INSPIRE team. This sub-group will also be open to interested MIG representatives.</li> </ul>		
Lead	JRC (Robert Tomas)		
Scope	<ul> <li>Maintaining/developing/coordinating a collaborative on-line platform to share INSPIRE implementation experiences including issues, good practices, tools used etc.</li> <li>Evaluation of change proposals compiled and documented by TC facilitators.</li> <li>The day-to-day INSPIRE help desk function is beyond the scope of the action.</li> </ul>		
Tasks	• Identify relevant stakeholders in order to build communities of INSPIRE implementers across the EU;		

	<ul> <li>Collect information on the status of the implementation of INSPIRE and feedback on specific issues from the stakeholders in the relevant thematic cluster;</li> <li>Identify successful implementation (applications, services etc.) of INSPIRE in the thematic domain;</li> <li>Identify re-usable SW tools used for implementing INSPIRE in the thematic domain;</li> <li>administer the on-line discussion platform set up and provided by the JRC;</li> <li>promote the use of the platform inside (but not only) the thematic cluster community;</li> <li>based on discussions on the platform, develop concrete change proposals, based on implementation experience, of the Technical Guidelines to the INSPIRE MIG for further discussion and endorsement.</li> </ul>		
Outcomes	<ul> <li>Overview on the approaches, software tools used for INSPIRE implementation and evolution in the MS for each of the thematic clusters.</li> <li>Availability of harmonised thematic data content in line with INSPIRE IRS</li> <li>Lists of maintenance issues / agreed updates proposals (ideally based on concrete implementation experiences) to be addressed in the MIF</li> <li>Overview of existing applications based on interoperable INSPIRE data.</li> <li>Proposals for further developments or consolidated solutions</li> </ul>		
Timeline	Date of Kick-off: spring 2014		
	Proposed Date of Completion: 30/06/2018		
Required human resources and expertise	<ul> <li>Thematic cluster facilitators / MIWP-14 sub-group members should have:</li> <li>good general knowledge of INSPIRE, especially the INSPIRE data specifications;</li> <li>experience in (international) community building &amp; facilitation;</li> <li>thematic / domain expertise for the data themes relevant to the cluster,</li> <li>experience in the development of the legal and technical framework of INSPIRE, implementation of INSPIRE in the thematic domains / Member States and/or participated in relevant EU-funded projects or EU-wide thematic activities;</li> <li>a good level of experience of using on-line collaboration tools (such as open fora, wikis, issue tracking systems etc.).</li> </ul>		
Required financial resources	<ul> <li>Expert contracts for thematic facilitators</li> <li>Software development and operation of the discussion platform</li> <li>Reimbursement of MIWP-14 meetings</li> </ul>		
Risk factors	Overall risk level of the action  ☐ High ☐ Medium ☐ Medium ☐ Low ☐ Overall risk level of the action		
Possible funding	<ul> <li>Funding by DG ENV through the Administrative Arrangement with the JRC for the facilitators of the Thematic Clusters</li> <li>In-kind contributions (INSPIRE Pool of Experts)</li> <li>JRC &amp; EEA &amp; DG ENV institutional budget</li> <li>European thematic organisations</li> <li>Competitive projects (FP7 and Horizon 2020)</li> </ul>		

#### Annex 2: Other activities of interest (for information)

This annex includes other projects and activities of interest, e.g. from ISA/ISA<sup>2</sup> actions, national or regional projects, etc.

#### ARE3NA guidelines and best practices for access control

Title	ARE3NA Guidelines and best practices for access control		
Status			
Issue	According to the INSPIRE Directive data providers may limit access to services for a number of reasons. However, there has been no attempt to harmonise how access control and rights management are implemented, leading to a plethora of approaches across Europe. Data providers need to manage access for a number of reasons, and in some instances need to make a charge too. In these latter cases, the Directive stipulates that they must use e-commerce. Again, there is no attempt to harmonise how this is done. The result is that access to INSPIRE services is not interoperable, thus reducing the value of the data and services. This is also an issue for the INSPIRE geoportal, since several view and download services described in the metadata harvested by the INSPIRE geoportal from the national discovery services are not accessible and thus makes it impossible for users to access these services through the INSPIRE geoportal. Furthermore, the current usage of a free text field for conditions applying to access and use in the INSPIRE metadata does not allow for automatic analysis and filtering.		
Proposed change or action	Develop guidelines and best practices for addressing these issues in a more harmonized way.		
Links & dependencies	<ul> <li>Links:</li> <li>Harmonised approaches to AAA/access control can help readily develop pan-European applications such as the EIA/SEA and the Pressures Platforms.</li> </ul>		
Organisational set- up	<ul> <li>The ARE3NA ISA action is running a study on AAA (authentication, authorisation and accounting), which will         <ul> <li>review the state of the art in relevant technologies, standards and best practices for AAA/access control,</li> <li>implement a testbed to examine potential AAA/access control solutions in practice.</li> <li>explore the current types of access control on services based on INSPIRE metadata and developments in European e-government solutions</li> </ul> </li> <li>The MIG can interact with / contribute by providing inputs to the study, including contributing and providing feedback to the work's final report.</li> </ul>		
Lead	JRC for coordinating the work of the ARE3NA ISA action		
Scope	<ul> <li>Understanding the current organisational and technical barriers to accessing data and services in INSPIRE from a user perspective</li> <li>Understanding the potential role of Access Management Federations (AMF) and European solutions related to the eIDAS Regulation in supporting access to INSPIRE data and services</li> <li>Out of scope:</li> </ul>		

Tasks	<ul> <li>Testbed development and demonstrator (completed)</li> <li>Analysis of INSPIRE protected services from the EU Geoportal (completed)</li> <li>In-depth interviews exploring the motivations and approaches to AAA in some examples (ongoing)</li> <li>Presentation in final report and MIG Feedback (pending)</li> </ul>		
Outcomes	<ul> <li>Overview of the currently used approaches for AAA/access control in the MS</li> <li>Guidelines and best practices for AAA/access control in INSPIRE</li> <li>AMF testbed</li> <li>Options for common AAA tools for INSPIRE/eGovernment</li> </ul>		
Timeline	Date of Kick-off: January 2014  Proposed Date of Completion: 30/11/2016		
Required human resources and expertise	The action requires expertise in the following areas:      Access control/AAA technologies     Spatial Data Services     Data Policy     software development for distributed information architectures (for the testbed development)		
Required financial resources	<ul> <li>Contracts for software design and development</li> <li>Contracts for studies</li> <li>Hosting and operation of operational service</li> </ul>		
Risk factors	Overall risk level of the action  ☐ High ☐ Medium ☐ Low  ☐ Low  ☐ Risk factors to be considered ☐ Missing Resources ☐ High ☐ High Complexity ☐ Interdependencies with other Actions ☐ Others:		
Possible funding	ARE3NA ISA action		

# Annex 3: Transition from the MIWP 2014-2016 to the MIWP 2017-2020

This annex describes the transition of the actions included in the 2014-2016 work programme to the MIWP 2016-2020 (see

Table 1).

Actions MIWP-5 and MIWP-14 will be continued as actions 2016.3 and 2016.4, respectively. Four further actions (MIWP-6, -7a, -7b and -8) will also be continued, but are not included in this work programme for readability, since they are expected to be completed by Q3/2016. All other actions are not included in the MIWP at this stage as their problem definition, scope and envisaged objectives can be impacted by the fitness for purpose analysis under core MIWP action 2016.1. Some of these actions may be re-introduced based on the outcome of this action.

Table 1. Transition of actions from the MIWP 2014-2016 to the MIWP 2016-2020

ID	Title	Status in the MIWP 2014-2016	Status in the MIWP 2016-2020
MIWP-1	Improve accessibility and readability of TG	proposed	Not currently included in the MIWP, but may be re-introduced as a possible follow-up action of action 2016.1.
MIWP-2	Create and maintain FAQ page	proposed	Not currently included in the MIWP, but may be re-introduced as a possible follow-up action of action 2016.1.
MIWP-3	Guidelines and best practices for access control	on-going activity in ARE3NA ISA action	Included as "other action" in Annex 2.
MIWP-4	Managing and using http URIs for INSPIRE identifiers	past activities in ARE3NA ISA action	Not currently included in the MIWP, but may be re-introduced if concrete issues can be identified, e.g. in relation to the development of end user applications.
MIWP-5	Validation and conformity testing	on-going	Included in Annex 1 as action 2016.3.
MIWP-6	Registries and registers	on-going, to be completed in Q3/2016	Not included to improve readability. Support for the INSPIRE registry service and the Re3gistry software developed under ARE3NA will be provided by JRC.
MIWP-7a	Extension of Download Service TG for observation data	on-going, to be completed in Q3/2016	Not included to improve readability.
MIWP-7b	MIWP-7b: Extension of Download Service Technical Guidelines for Web Coverage Services (WCS)	on-going, to be completed in Q3/2016	Not included to improve readability.

ID	Title	Status in the MIWP 2014-2016	Status in the MIWP 2016-2020
MIWP-7c	Extension of Download Service TG for tabular data	proposed	Not currently included in the MIWP, but may be re-introduced as a possible follow-up action of action 2016.1.
MIWP-8	Update of Metadata TG	on-going, to be completed in Q3/2016	Not included to improve readability.
MIWP-9	Future directions for INSPIRE geoportal	proposed	Not currently included in the MIWP, but may be re-introduced as part of a new MIWP action on "end user applications".
MIWP-10	Update Annex I data specifications	completed	
MIWP-11	Simplification and clarification of GML encoding for spatial data	proposed	Not currently included in the MIWP, but an action on GML-related aspects may be reintroduced as a follow-up action of action 2016.1.
MIWP-12	Clarification of UML- to-GML encoding rules	proposed	Not currently included in the MIWP, but an action on GML-related aspects may be reintroduced as a follow-up action of action 2016.1.
MIWP-14	Theme specific issues of data specifications & exchange of implementation experiences in thematic domains	on-going	Included in Annex 1 as action 2016.4.
MIWP-15	Overview of INSPIRE coordinating structures, architectures and tools	proposed	Removed from MIWP, since this action is covered by the 3-yearly INSPIRE reports, activities in ARE3NA (reference platform) and the Thematic Clusters.
MIWP-17	Data and service sharing & licencing models	proposed	Not currently included in the MIWP, but an action on data sharing could be re-introduced in the MIWP at a later stage depending on developments under DSM (e.g. the "free flow of data" initiative).
MIWP-18a	Annex I xml schema update	completed	
MIWP-18b	XML schema maintenance	proposed	Not currently included in the MIWP, but an action on GML-related aspects may be reintroduced as a follow-up action of action 2016.1.
MIWP-19	Explore and improvement on the situation of controlled vocabularies in the framework of INSPIRE	proposed	Removed from MIWP.
MIWP-20	Improved guidelines for harmonised layer names	proposed	Removed from MIWP. The described issues should be covered by action 2016.4.

ID	Title	Status in the MIWP 2014-2016	Status in the MIWP 2016-2020
MIWP-21	Pilots for INSPIRE- based applications ongoing	endorsed, but not started	Not currently included in the MIWP. The action will be redefined and aligned with other new actions.