

# eParticipation 2006/01/018



## Enabling Participation of the Youth in the Public Debate of Legislation among Parliaments, citizens & Businesses in the European Union

### D1.1 User Groups and Requirements

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<b>Document description:</b>	<p>This deliverable investigates the baseline definitions of the LEX-IS project. This includes</p> <ol style="list-style-type: none"><li>(1) the analysis and specification of the different stakeholders (user groups),</li><li>(2) the analysis of the system context, document context and process context of the legal formation process and the debate of a legal drafting process in the different Parliament contexts, and</li><li>(3) the specification of requirements for the LEX-IS platform in terms of data and documents, processes, systems, interfaces and user groups.</li></ol> <p>The Report at hand sums up these baseline definitions and documents also the methodical approach to investigate user groups and requirements for the targeted system platform and legislation processes.</p>

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## LIST OF TERMS AND ABBREVIATIONS

Term/Abbreviation	Definition
C2C	Citizen to Citizen
C2G	Citizen to Government
C2R	Citizen to Representative
CSCW	Computer Supported Collaborative Work
CarnegieYPi	Carnegie Young Peoples initiative
DMS	Data Management System
EC	European Commission
GIS	Geographical Information Systems
GUI	Graphical User Interface
HTML	Hyper Text Markup Language
ICT	Information and Communication Technology
ICTE-PAN	Methodologies and Tools for Building Intelligent Collaboration and Transaction Environments in Public Administration Networks
IT	Information Technology
MP	Members of Parliament
MS	Microsoft
NGO	Non Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OWL	Web Ontology Language
PDF	Portable Document Format
RTF	Rich Text Format
SSL	Secure Sockets Layer
UN	United Nations
URL	Uniform Resource Locator
VPN	Virtual Private Network
XML	eXtensible Markup Language

## EXECUTIVE SUMMARY

The vision of LEX-IS is to improve the legislative process in National Parliaments through enhancing public participation in the preparatory stages of the legislative process (legislation formation and debate) with the use of state-of-the-art information technology tools and methodologies. The project is specifically targeting and promoting the participation of younger citizens in the public debate and started on 1<sup>st</sup> of January 2007. The overall goal of LEX-IS is that citizens (and especially younger citizens) debate and participate in the legislation formation and debate of key issues of the society, the economy, the environment and other relevant themes.

In the project definition phase (work package 1), the project scope was analysed and concretised. From the analysis insights, the specific system and user requirements were generated. The report at hand documents the results of the user requirements analysis as follows:

- (1) Description of the overall aim as well as the frame and scope of the project
- (2) Description of the methodology to investigate the specific user, process and system requirements
- (3) Descriptions of the strategic, organisational and legal constraints for the LEX-IS platform.
- (4) Description of the requirements analysis results in terms of specific requirements for the LEX-IS platform:
  - a. Analysis and specification of the different stakeholders (user groups) and their user requirements
  - b. Analysis and requirements of the legal formation process and the debate of a legal drafting process (including strategic, organisational and legal constraints and requirements)
  - c. Analysis and specification of the documents flowing along the interaction processes and the requirements, and
  - d. Analysis and requirements of the system context (systems in use, interfaces, etc.)

The baseline definition of the user groups and requirements feeds into the subsequent deliverables *D1.2 Legislative process workflow model* and *D1.3 Ontology for legal framework modelling* of work package 1.

# 1. OVERALL AIM AND SCOPE OF LEX-IS

## 1.1 Overall Aims

Today, more than 50% of EU citizens are Internet users [Eur06], and the National Parliaments of Member States have established a web presence. Enabling participation in governmental decision-making processes via advanced Information and Communication Technology (ICT) has recently become of high importance. ICT can e.g. help to cope with the increasing complexity and challenges emerging from the need to provide better information and wider involvement of citizens in governmental decision-making procedures.

The legislation process is usually not supported effectively and efficiently, as participation-oriented systems, which go beyond the available content management technologies of Parliaments' web sites and enable the involvement of stakeholders in the legislation formulation and debate processes, are not yet present or are at a very early stage of development.

The overall aim of the LEX-IS project is to improve the legislative process in National Parliaments through enhancing public participation in the preparatory stages with the use of state-of-the-art ICT tools and methodologies by:

- Modelling the drafting and public consultation process through a role-activity-document ontology
- Implementing the preparatory legislative phases (legislation preparation, debate, draft legislation formation) in workflow management technologies
- Applying advanced ICT-based tools for managing the complex legislative frameworks and legal structures (draft legislation, existing legislation, amendments and changes)
- Developing and modelling legal ontology and metadata schemas for the semantic annotation of legal elements (directives, laws, decrees), so that all involved parties can easily locate the necessary information with the use of Internet-based retrieval tools to enhance legal impact for the public through argument visualization
- Providing means for the actual participation of citizens, businesses and non-governmental organizations in the preparation and debate phases (public consultation and commenting of draft laws) according to the regulations of each Parliament.

The LEX-IS project will technically base on two existing components:

- A running tool called DocAsset<sup>1</sup>. It is a content management system provided by ATC. It will serve as the underlying platform for the LEX-IS tool. In LEX-IS, this system will be enhanced as to provide a web based content and document management subsystem for the consultation platform that will allow the stakeholders / policy makers to capture, store and manage digital content in any form, offering a complete and secure electronic environment for storage, management and delivery of information. Amongst other it will support collaboration, document management and workflow management.
- As a baseline for defining the participative functionality of the LEX-IS tool serves a tested prototype of legal argumentation, which is developed within the ICTE-PAN<sup>2</sup> European Research project with the participation of the Aegean University.

These technologies create the environment for the subsystems of the LEX-IS platform:

- Legal Metadata Subsystem: Utilizes the Legal Framework ontology in order to store and retrieve legislation and legislative information.
- Legislative Process Subsystem: Enables the platform to be state aware. It implements the Legislative Process Workflow model in order to be able to differentiate between the discrete

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<sup>1</sup> For further information see <http://docasset.atc.gr/>

<sup>2</sup> For further information see <http://www.eurodyn.com/ictc-pan/>

stages of the legislative process, and their included sub stages, to allow access to the proper categories of user groups and provide them with the appropriate services to match their needs at each stage.

- **Argumentation Support Subsystem:** Provides the necessary argumentation support to every category of users. To achieve this it implements a specific methodology that determines the best course of action for every user request based on the nature of the user and the current state of the legislative process.
- **Participative Services Subsystem:** Constitutes the web front end of the entire platform. Apart from externalising the final endpoints of the provided services to the users and performing the required user authentication during log on, its basic operations are to present the necessary interfaces in order to register user requests and present the users with the results after the process of their requests.

## 1.2 Scope and Motivation of the Report

As LEX-IS aims at improving the legislation process in a parliamentary level – by designing and implementing specific pilots in the National Parliaments of Austria<sup>3</sup>, Greece<sup>4</sup> and Lithuania<sup>5</sup> as well as in the Model European Parliament<sup>6</sup> - the first step is the identification of the stakeholders, especially the user groups of the LEX-IS platform. This platform will be workflow-based, developing ontology and metadata schemas to annotate legal elements semantically. These features of the platform also follow the recommendations of an OECD study, which may serve as motivation and guideline for this deliverable. These recommendations pointed out in the OECD study are (quotation taken from [Col03], p. 159ff):

- Create **new public spaces** for political interaction and deliberation. There is a shortage of such space in the offline environment; online offers significant advantages for the cultivation of effective public discussion and deliberation areas.
- Provide for a **multi-directional, interactive communications flow**, designed to connect citizens, representatives and the executive with one another. It is important to differentiate between the layers of C2R (parliamentary, devolved assembly, regional or local assembly, community, European); the various, not always connected aspects of C2G; and the democratic necessity of enabling C2C.
- **Integrate e-democratic processes** within broader constitutional structures and developments.
- Ensure that interaction between citizens, their elected representatives and government is meaningful. If public input is being invited into the policy or legislative process, ensure that it is **effectively facilitated and summarised** and that response mechanisms exist so that representatives and government can listen and learn.
- Ensure that there is a sufficiency of **high-quality online information** so that citizens can consider policy options on the basis of trusted knowledge, as well as their own subjective experiences. Such information needs to be accessible, intelligible and not overwhelming.
- If the public voice is to be heard more clearly and more often, this must involve **efforts to recruit the widest range of public voices** to the democratic conversation, including those who are traditionally marginalised, disadvantaged or unheard.
- Reflect the realities of geography and social structure within online environments, with a view to providing **equal access to the democratic process** for all areas and all communities.

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<sup>3</sup> For further information see <http://www.parlament.gv.at/>

<sup>4</sup> For further information see <http://www.parliament.gr/>

<sup>5</sup> For further information see <http://www3.lrs.lt/>

<sup>6</sup> For further information see <http://www.mepnederland.nl/>

Today the Internet as communication medium has a widespread acceptance. Table 1 shows the Internet access in the nations of the participating national parliaments (figures compiled from [Eur06]). Percentages refer to households containing at least one person aged 16-74, individuals aged 16-74 and young people aged 16-24. As can be realized, the usage of the Internet by individuals at least once a week is reasonably high. Considering especially the group of young citizens, the average figures are overcome by a much higher usage by this group, i.e. the focus on young citizens' needs and motivations for eParticipation, especially in the legal drafting, is a key factor in this project.

	Households with Internet access	Individuals (16 to 74) using the Internet at least once a week	Young people (16-24) using the Internet at least once a week
Austria	52 %	55 %	80 %
Greece	23 %	23 %	47 %
Lithuania	35 %	38 %	77 %
European Union	52 %	47 %	73 %

**Table 1: Internet access and usage in the nations of participating parliaments and the European Union in 2006**

Since the future of the society is formed by young people, Internet consumption by young people is of special importance for discussing online politics [FBH+06]. Due to the percentage of young Internet users, especially in Austria and Lithuania as well as the average Internet usage in the whole European Union, the provision of a web-based module at the LEX-IS platform has a significant impact.

### 1.3 Frame and specific preconditions to be considered

The Ministerial Declaration of the European Member States on "ICT for an inclusive society", which was approved in Riga 2006, emphasized the relevance of user rights to participate in democratic processes (cf. article 26 of declaration: "Promoting user rights and obligations towards public administrations and regarding participation in democratic processes" and article 46 "Contribute to the implementation of inclusive eGovernment and ICT-enabled public services by public authorities at all levels, promoting user rights and obligations towards public administrations, and stimulating their participation in all phases of democratic decision-making" [Min06]). This declaration based on the i2010 eGovernment Action Plan, which - among the five strategic policy priorities - covers a policy on eParticipation as follows: "Strengthening participation and democratic decision-making" [Com06]. These two EC strategic policy documents stress participation of citizens in general. Participation of children and young people is also declared as a right in the UN convention on the rights of the child, e.g. in article 12.2: "For this purpose, the child shall in particular be provided the opportunity to be heard in any judicial and administrative proceedings affecting the child, either directly or through a representative or an appropriate body, in a manner consistent with the procedural rules of national law..." [Uni89]. Further on, the convention<sup>7</sup> of the UN emphasizes the active role of young people in legislation processes, especially on subjects which affect them. As mentioned in the Child and Youth Participation Resource Guide [Uni06], an active role of children (defined as human up to 18) in participation can be derived from this convention. These declarations ([Min06], [Com06], [Uni89], [Uni06]) create a frame for the LEX-IS project to argue the enhancement of the participation of young people via facilitation through innovative ICT. LEX-IS will embark on the fact that young people are more eager to use online tools in their interaction and participation in discussions of their interest. These tools shall also pave a way that young citizens participate in the discussion of draft laws, especially on concerns that address young people.

Some precaution has to be considered in the implementation phase of the project, though. As stated e.g. in [SMW06] and in [HB02], the use of the Internet is no guarantee for a rich and durable participation of young people in political processes. This leads to the following requirements for LEX-IS to enhance the participation of young people:

<sup>7</sup> For further information see <http://www.unicef.org/crc/files/Participation.pdf>

- Online discussions of young people should be attended by engaged adult citizens, which ensure an organised setting such as a context of lessons [SMW06]. According to [HB02] and [CR05] (p. 13), engaging young people in online debates is only productive if these are followed with a serious and authentic commitment to listen and learn, and if the discussion takes place in a way to actively engage the young people.
- Part of the solution may lie in innovative uses of ICTs, since young people are generous to try out new tools. The anonymity of the Internet can specifically encourage young people to express politically sensitive or contentious issues that might not be brought out in face-to-face situations ([HB02] p. 12, and p. 54 f)<sup>8</sup>. The crucial points for the engagement of young people with political issues, processes of public decision-making and civil society to be more effective are once again the general interest for the youngsters and the organised settings.

Beyond these general requirements on engaging citizens in political debates (especially young citizens), parliaments use different applications and tools and have different legislative substructures, which all have to be considered. This deliverable investigates these requirements and conditions of national parliaments. Next section introduces the methodology used to investigate the scope and conditions for eParticipation in national parliaments. Section 3 investigates the strategic, organizational and legal constraints of public participation in drafting laws. Section 4 describes the results of the investigation on the current context of parliaments, the targeted user groups and their requirements for LEX-IS. Sections 5 and 6 sum up the list of requirements. In section 7, concluding remarks are provided.

## 1.4 Examples of eParticipation Tools

In a number of projects, different tools, practices and techniques for eParticipation are already well established (cp. DEMO\_net Deliverables<sup>9</sup> for deeper analysis). LEX-IS as a trial project will explore some of these paradigms using state of the art ICT. Beyond such support already explored in various practice cases, LEX-IS will provide additional participatory capabilities to its users through services such as argumentation visualisation of components and ontologies for interrelating content. Before proceeding in defining the requirements for such a level of system functionality, an overview of eParticipation tools is provided next.

### ***Blogs***

A 'blog' or 'weblog' is a shared online journal where people can post diary entries about their personal experiences, hobbies, and interests. Blogs invite comments from their readership on each post and are very easy to populate.

Weblogs are perfect for internal communication and a way of cutting down the huge weight of email. Department Heads can set up weblogs to communicate with staff members, or committees could use weblogs to post minutes, to-do items and the status of projects. Blogs can be used for internal knowledge management, by encouraging key staff to blog their collective knowledge rather than keeping it locked up.

There is also a benefit of blogging to management. Staff blogs could help managers know what was going on in their organisation. Conversely, blogging can also let staff know what their manager is getting involved with.

An external blog can really help demystify the workings of government, while at the same time creating a sense of empathy and trust. For the individuals involved, a blog is a great way of getting important information out to the public, unfettered by the media. As particular logs become popular, editors and journalists take note too.

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<sup>8</sup> These conditions are also stressed by the Carnegie Young Peoples Initiative (CarnegieYPI), which aims at increasing the influence of children at subjects affecting them. CarnegieYPI started in 2004 as a programme of the Carnegie United Kingdom Trust (Carnegie UK Trust). It worked on increasing "the influence of children and young people have over decisions that affect them". A number of recommendations elaborated by the initiative are relevant for LEX-IS (cp. [HB02] p. 12 and 54 f).

<sup>9</sup> Deliverable D 5.1. Report on current ICTs to enable Participation, DEMO\_net Report, 2006; and Deliverable D 5.2. eParticipation: The potential of new and emerging technologies, DEMO\_net Report, 2007; both are available at <http://www.demonet.org/>

Of course Local Government staff can blog whether their employer likes it or not, and being draconian about things would just send bloggers underground. The best option is to create a fair weblog policy that let staff know where they stand.

### ***Community Portals***

Community portals, sometimes government-funded, present local content, community link directories, community event calendars, and more. They are designed in the public interest to make community content more accessible.

Local governments have found that community portals are an excellent method of engaging people, organisations and businesses in a dialogue of civic participation. Many of these community portals offer an opportunity to broaden the types of information being disseminated to local constituents and stakeholders.

### ***eVoting, text voting and election systems***

eVoting is not just an electoral tool, but a tool that can be used to engage people on local, regional or wider issues at any time.

As new voting methods are tried and tested around the world in local and national elections, and an increasing number of high profile election campaigns are centred around the use of eTools in the run-up to election day, there is much local authorities, elected Members and organisations can learn from such successes.

After the record turn-out in the first (84% of the 44.5 million eligible voters cast ballots) and final round (voter turnout reached a record 85%) of the French Presidential Elections in May 2007, many are attributing the unprecedented turn-out to grass-roots eCampaigning conducted by candidates in the run up to election day. Today, 10.6 million French homes of a total of about 26 million are online.

And it's not just mature democracies that are turning to technology to assist in elections - in Nigeria's recent controversial elections, text messages were used in an effort to reduce election rigging and fraud. The text messages were collected and passed to monitoring groups and authorities including the EU.

### ***ePetitions***

ePetitions are an easy way for people who want to show support for, or rally against an issue, to gather and register their interests in a convenient collective manner. Much like an offline petition, participants can read more about a particular issue and then choose to show their support by including their details and their electronic 'vote'. An example is the recent launch of the UK government's Number 10 ePetition site<sup>10</sup>. The site allows citizens to launch and sign online petitions that are directly reviewed by the Prime Minister and the team at Number 10.

Advanced ePetitioning systems also enable eDialogue between the petitioners so that they can discuss the topic or gather offline. Ultimately it will be important that to validate petitioners, users of such tool capture the postal address of the applicant and cross-reference with an electoral roll. Equally petitions should not be electronically signed twice and some sort of Internet Protocol filter is required.

### ***eConsultation and eSurveys***

Virtual and enhanced reality applications are more and more becoming part of planning and selling activities. An example of virtual imagery usage in eParticipation is *Virtual Imagery in eConsultation*. The project aimed to provide the community and stakeholders with information regarding the redevelopment of the Queensgate site and sought the views and opinions of local residents to inform the planning process. A consultation exercise commenced in October 2006 with the use of a range of multi-media imagery. Central to this was the use of virtual imagery and fly-through of the proposal, which enable the community to understand the nature and scale of the development scheme.

Another example of eConsultation is *St. Helens Councils and St. Helens Local Strategic Partnership (LSP)*. They have a long history of community engagement. However as part of their approach to ongoing improvement it was identified that a more co-ordinated approach to consultation could be

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<sup>10</sup> For further information see <http://www.number10.gov.uk/>

developed across the various partners and services. In 2005 St. Helens LSP engaged consultants to review current consultation processes and identify any areas in need of development and improvement. One of the ideas in the strategy was the creation of an online consultation package, which would enable all partners to log and view upcoming and past consultations as well as find guidance and good practise on how to carry out consultation exercises.

Whereas a consultation may ask participants to read accompanying documents and provide detailed responses to detailed questions, a survey asks the reader to respond to a series of tick box questions in order to get a quick overview of opinions of citizens.

Another means to collect opinions is polls. A poll collects a public opinion via interviewing a random sample of people on a specific question with a simple yes/no answer.

### ***ePanels***

In practice, an ePanel works by bringing together the tools of online community: discussion forums, deliberative polling tools, expert online chats, ePetitioning and consultation, along with the capability for participants to connect with each other, to form alliances and if required create action campaigns. It is, in effect, a set of problem-solving processes and activities, which if well organised, purposeful and easily understood, will attract participation and involvement.

Citizens' panels are now seen to be a key part of Local Authority consultations. They are generally recruited to form a representative sample of the local population who can be consulted on a variety of issues through questionnaires, focus groups or interviews. By enabling panel members to communicate and deliberate with each other and with Local Authority decision makers online, the aim is to increase community participation in the panel process and increase input into the local authority decision-making.

ePanels can be run alongside traditional offline activities and their strength is seen to be as a way of increasing participation in local democracy, particularly amongst young people or those who are time-poor. They offer the ability to be flexible and consult different people about different issues with appropriate filtering for different individuals. Local authorities can reduce their administrative costs - no paper questionnaires or postage is required, there are limited additional costs to run a focus group or live chat (just the cost of moderators), data input is not necessary and analysis is generally quicker and can be immediate depending on the type of eConsultation being used.

### ***eForums and online discussions***

An eForum is an online environment where individuals and communities can gather to discuss issues. Topics are posted on the forum, usually by a central moderator, and participants respond to the topics posted, creating a rolling dialogue. Many participants can engage simultaneously. eForum has been used to good effect in many areas, from work-specific topic groups, to political think tanks, to community debates.

### ***Argumentation Support***

As governments seek to consult their citizens over matters of policy, it becomes increasingly important that citizens receive the relevant information in a medium that they can, and will, want to use in forming their opinion upon consultative issues. Argumentation Support Systems are a promising technology for eParticipation, which help citizens to participate effectively and facilitate dialogues which are inclusive, transparent and fair.

Argumentation Support Systems support one or more of the following tasks: finding and using information relevant for the topic and helping to apply this information to formulate position statements and arguments; reconstructing the structure of arguments in natural language texts; evaluating and comparing arguments; moderating or mediating dialogues, to facilitate the resolution of conflicts of opinion and assure dialogues remain focused and goal-directed; selecting and presenting arguments in an effective way, taking into consideration the audience; presenting, summarizing and visualizing arguments in ways which make it easier to understand the issues and the state of the discussion; detecting inconsistencies and commitment violations; making, justifying and explaining decisions, making use of the arguments which have been put forward.

## 2. METHODOLOGY TO INVESTIGATE THE SPECIFIC USER, PROCESS AND SYSTEM REQUIREMENTS

This deliverable targets the identification of the different user types and their special needs as well as the process and system requirements for the LEX-IS platform.

It is intended to deploy the LEX-IS platform in four different parliamentary environments. Therefore, the first step in the requirements investigation was to analyse the specific conditions in every environment of the Parliaments (i.e. the users). In general, requirement analysis aims at ([AM04], p. 2-6):

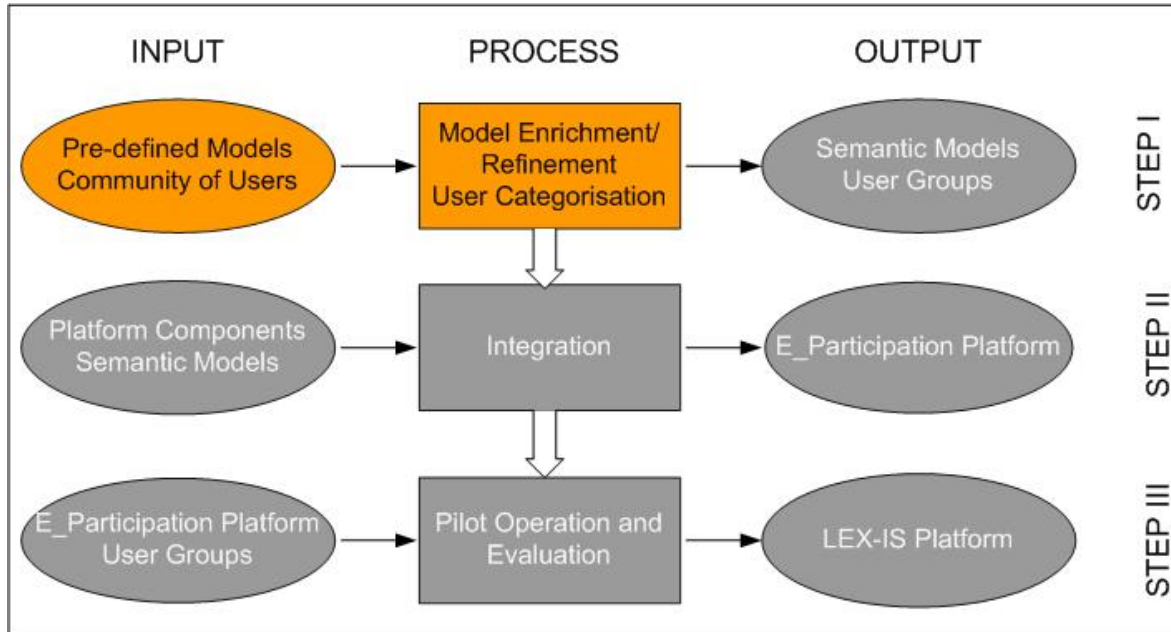
- elaborating system requirements to derive software requirements,
- discovering the bounds of the software and how it must interact with its environment, and
- detecting and resolving conflicts between requirements.

Following Nuseibeh and Easterbrook [NE00] the detection and elicitation of requirements can be seen as the first step in the requirement analysis. It aims at addressing the problem, which shall be solved, and defining the boundaries of the system. The boundaries of the LEX-IS system result from strategic, organizational and legal constraints described in section 3. The elicitation action includes the interpretation, analysis, modelling and validation of information gathered to identify the stakeholders and the goals of the system [NE00]. In general stakeholders include "customers or clients (who pay for the system), developers (who design and maintain the system, and users (who interact with the system to get their work done)" ([NE00], p. 3).

This deliverable targets the identification of the different user types and their special needs as well as the process and system requirements for the LEX-IS platform. A questionnaire was developed for this purpose (see sections 2.2, and 2.3).

The synthesis of the questionnaire responses from the user partner also resulted in overall process models, which are modelled in sequence diagram notations. Jackson ([Jac95], p.122 ff) stresses two key features of models: On the one side they visualize information picked from textual descriptions of processes which were given by the users. On the other side they serve as starting point for implementation of software by developers. Resulting of the intermediary role, modellers have a high responsibility to carefully extract relevant information out of textual or oral descriptions towards applicable models which serve as basis for further development and implementation of software, in case of the adjustment of the LEX-IS platform at parliamentary environments. The process models will further on become important elements in the functional design of the legislative process support. Drafts of these models are refined in D1.2.

How the requirements analysis fits into the overall project plan is depicted in Figure 1. In terms of system development, LEX-IS aims to advance a system of currently disconnected components and pre-defined models to a fully integrated eParticipation platform, thereby amending current system infrastructure with advanced argument support.



**Figure 1: Project Implementation Roadmap**

## 2.1 Requirements categorisation framework

There are many different kinds of requirements. One way of categorizing them is described as the FURPS+ model of the Rational Unified Process (RUP)<sup>11</sup>, using the acronym FURPS to describe the major categories of requirements as shown below (cp. [Eel05]):

- **Functionality** (the functions the system needs to provide)
- **Usability** (WAI-level, ergonomics, aesthetics, consistency in the user interface, online and context-sensitive help, user documentation, training materials, accuracy etc.)
- **Reliability** (e.g. frequency and severity of failure, recoverability, predictability, mean time between failure (MTBF), recovery time, etc.)
- **Performance** (A performance requirement imposes conditions on functional requirements. For example, for a given action, it may specify performance parameters for: Speed, efficiency, availability, throughput, response time, resource usage, etc.)
- **Supportability** (e.g. testability, extensibility, adaptability, maintainability, compatibility, configurability, wizards and agents, localizability (internationalization), etc.)

Functional requirements specify actions that a system must be able to perform, without taking physical constraints into consideration. These are often best described in a use-case model and in use cases. Functional requirements thus specify the input and output behaviour of a system.

Requirements that are not functional, such as the ones listed below, are sometimes called non-functional requirements. Many requirements are non-functional, and describe only attributes of the system or attributes of the system environment. Although some of these may be captured in use cases, those cannot be specified in Supplementary Specifications.

## 2.2 Questionnaire to gather an overview of the current status and specific needs of support in parliaments

Questionnaires and interviews are a well-known method of system analysis to evaluate the current situation. Even if the interviewees are very familiar with the object of the survey, results of this

<sup>11</sup> Further information on RUP: P. Kruchten. The Rational Unified Process: An Introduction. Addison-Wesley Professional, 2003, and P. Krutchten and P. Kroll. The Rational Unified Process Made Easy: A Practitioner's Guide to the RUP. Addison-Wesley Professional, 2003.

method serve as valuable input for developing or –in this case- adapting of software tools which fit the requirements of the system environment.<sup>12</sup>

In the LEX-IS case, a questionnaire was formulated and sent to the user partners in the national parliaments for the purpose to gather an overview of the existing situation in terms of:

- (1) Stakeholders
- (2) Documents
- (3) Dissemination of documents
- (4) Processes
- (5) Technology

In the questionnaire, the LEX-IS research partners aimed at investigating the environments where the LEX-IS platform should be deployed.

The questionnaire was filled in by the contacts in the parliament with the help of technical partners. This way, the technical partners could directly clarify open and unclear questions of the parliaments, and they helped and guided the user partners to answer the questions.

Subsequently, the results were processed, and requirements were extracted which are documented in the subsequent sections, structured along stakeholder requirements, process requirements, data requirements and system integration requirements. A categorization of the user requirements in the different requirements categories (cp. Section 2.1) was the final step of this activity.

## 2.3 Questionnaire analysis

The questionnaire consisted of six sections of questions, aiming at extracting useful data for defining requirements.

### 2.3.1 Section 1: Stakeholders

The first section of the questionnaire aimed at identifying the LEX-IS stakeholders and their degree of participation (electronic or not) in legislation process. It aims at depicting the current involvement status of various stakeholder groups in the legislation process.

#### 2.3.1.1 Question 1.1

*Please indicate in the table below an approximate number of the stakeholder groups that would be addressed in deploying the LEX-IS platform in your organization:*

Who are the current stakeholders, and who would constitute targeted potential ones, in the legislation processes in your organization?	What number of participants comprises this group?	How many of them have access to electronic communication systems (internet, intranet, others)?	How many of them take part in electronic communication actually?	How many participants will be expected to collaborate within the LEX-IS project?
Citizens above 20				
Young citizens up to 20				
Associations and Unions of citizens and enterprises				
Lobbyists				
Associated members				

<sup>12</sup> Further information on interviews as method for system analysis: <http://www.umsl.edu/~sauterv/analysis/>. Rules and useful hints to generate useful questionnaires can be found at: <http://www.ojp.usdoj.gov/BJA/evaluation/guide/documents/documentgg.html>

Members of parliament				
Employees of parliament (incl. scientific committee)				
Parliamentary committees				
Employees of Ministries				
Associated lawyers				
Members of NGOs				
Political parties				
Experts				
Consultants				
Min. Committies				
Labor Unions				
Ministry of Financial Affairs				

**Aim of the question:** The question aims at identifying all interested or affected stakeholders (especially younger citizens) in the legislative processes.

#### **2.3.1.2 Question 1.2**

*Which other projects or initiatives do exist in the context of your institution to support the ICT exploitation in the consultation of stakeholders in the legislative process?*

**Aim of the question:** This question aims at identifying any other projects or initiatives that exist in the context of each institution to support the ICT exploitation in the consultation of stakeholders in the legislative process.

#### **2.3.1.3 Question 1.3**

*Which strategic programs or initiatives do you enact to motivate more stakeholders to take part in the legislative process via physical means?*

**Aim of the question:** The purpose of this question is to specify programs or initiatives that motivate more stakeholders to take part in the legislative process via physical means. This data can help depict current situation on legislation procedures in each parliament.

#### **2.3.1.4 Question 1.4**

*Which strategic programs or initiatives do you enact to motivate more stakeholders to take part in the legislative process via electronic means?*

**Aim of the question:** The purpose of this question is to specify programs or initiatives that motivate more stakeholders to take part in the legislative process via electronic means. This data can help us to depict current situation on the level of eReadiness of the legislation procedures in each parliament.

### **2.3.2 Section 2: Documents**

Knowledge of all documents involved in the legislative process is indispensable in order to model the legislative process.

#### **2.3.2.1 Question 2.1**

*Along the legislative process, a number of documents (e.g. Law proposal, Draft law, Forms, Additional/supporting documents, Minutes) is being created and disseminated. Please specify:*

What kinds of documents are created and used? (pls list the kind of document)	Which style sheets / predefined structures are used (if any) for this kind of document? (on paper or electronic)? Are these obligatory or optional?	What document format is being used for the style sheets / predefined structures? (Word, PDF, XML ...)	Are the documents communicated in the traditional official way or via electronic means?	Which means (E-Mail, workflow system, etc.) are used to convey the document to the users in the next stage of the process? Pls specify the means by name.	Is this document available in different languages? If so, pls specify the languages.

**Aim of the question:** The question aims at extracting useful data about the documents created and disseminated along the legislative process, their format, the means of document transmission and the languages that they are available.

### 2.3.2.2 Question 2.2

*How do you classify the security needs of these documents – do you have a specific layered security concept to classify the security needs of documents? If so, pls describe this concept and provide a reference to more detailed information.*

**Aim of the question:** This question is dealing with possible layered security concept to classify the security needs of documents.

### 2.3.2.3 Question 2.3

*Is confidentiality needed for some of these documents? If so, please detail how this is aligned. Pls also describe the concept and provide a reference to more detailed information:*

**Aim of the question:** This question is dealing with the confidentiality of the involved in the legislative process documents.

### 2.3.2.4 Question 2.4

*Which stakeholders (as indicated in Question 1.1) have access to the documents indicated in Question 2.1, and what level of security and confidentiality (as you indicated before) is required to protect the documents from fraud and misuse:*

Stakeholders	Pls name the documents the stakeholder groups have access to in the legislation proposal formation process			Pls name the documents the stakeholder group has access to in the draft legislation process		
	documents	Security	confidentiality	documents	Security	confidentiality

**Aim of the question:** The purpose of this question is to identify stakeholders that have access to the documents indicated in question 2, and the corresponding levels of security and confidentiality required to protect the documents from fraud and misuse. This data is useful in working out legislative process modelling.

## 2.3.3 Section 3: Dissemination of Documents

To facilitate the dissemination of relevant documents on the one side and secure confidentiality for documents on the other side several possibilities exist. In section 3, this issue is specified.

### 2.3.3.1 Question 3.1

*Which tools do you use for document management? (Pls also specify the functionality provided by the tools you are using)*

**Aim of the question:** The tools used for document management and their functionality are determined by this question.

**2.3.3.2 Question 3.2**

*Which functionality and services do you use to control document accessibility?*

**Aim of the question:** The purpose of this question is to derive the functionalities and services used to control document accessibility.

**2.3.3.3 Question 3.3**

*Are metadata specified for the documents? If yes, which standards do you apply (e.g. DublinCore)?*

**Aim of the question:** Metadata captures important information on how documents were processed so that future users of that data understand these details. Another vital function metadata serves is as a record in search systems so that users can locate the desired documents. Their significance is indispensable and the standards (if metadata are specified) applied are cleared out here.

**2.3.3.4 Question 3.4**

*How the evolution of a legal drafting process is documented - what change management and versioning is being used thereby?*

**Aim of the question:** Evolution of a legal drafting process documented, change management and comparison of different versions of documents used are the subject of research for this question. It determines a clear depiction of legislative evolution through relevant documents.

**2.3.4 Section 4: Processes**

This section is of great importance in gathering requirements for user partners. It is attempted to collect any data that has to do with each legislation procedure stage. The consortium has developed such a model that, according to the specifications stated in the work programme of the call, separates the legislative process into two discrete stages – the legislation proposal formation stage and the debate on draft legislation stage, each one of which incorporates other individual sub-stages. Data collection is performed for each one of the stages and sub-stages.

**2.3.4.1 Question 4.1**

*What steps are forming a legislation proposal formation stage? Please describe the legislative process as it is performed in your institution:*

Steps in the process (pls name each step)	Add a detailed description of the step. Describe decision points (if any) and possible different sequences of steps following it	Which stakeholders are involved in this process step?	What documents serve as input for the process step (refer to answers in section 2)?	What documents result from the process (refer to answers in section 2)?	What specific requirements can be formulated for this stage of legislation proposal formation process? Pls detail them in terms of organisational, technical, process-specific, security and confidentiality requirements,

**Aim of the question:** The question approaches the steps that form a legislation proposal formation stage. Furthermore, there is description input, stakeholders involved input and input/output documents and specific requirements for each step.

### 2.3.4.2 Question 4.2

*What steps are forming a draft legislation stage? Please describe the draft legislation process as it is performed in your institution:*

Steps in the process (pls name each step)	Add a detailed description of the step. Describe decision points (if any) and possible different sequences of steps following it.	Which stakeholders are involved in this process step?	What documents serve as input for the process step (refer to answers in section 2)?	What documents result from the process (refer to answers in section 2)?	What specific requirements can be formulated for this stage of draft legislation process? Pls detail them in terms of organisational, technical, process-specific, security and confidentiality requirements,

**Aim of the question:** Draft legislation stage steps are approached here. Furthermore, there is description input, stakeholders involved input and input/output documents for each step.

### 2.3.4.3 Question 4.3

*Are there iterative cycles of document elaboration at certain stages in the legislative process? If so, pls detail the work improvements of the cycles.*

**Aim of the question:** The question aims at specifying iterative cycles of document elaboration at certain stages in the legislative process.

### 2.3.4.4 Question 4.4

*Are there descriptions and legal grounds (laws) of how the legislation processes are run - and if so, are these public? (pls describe and detail, and provide an URL or documents)*

**Aim of the question:** The purpose of the question is extracting descriptions and legal grounds (laws) of how the legislation processes are run.

### 2.3.4.5 Question 4.5

*Do models exist to visualize the legislation processes? If so, pls specify in which modelling and visualization format are these available.*

**Aim of the question:** Question 4.5 is dealing with visualization model and format used in legislative procedure.

### 2.3.4.6 Question 4.6

*Are the processes implemented in domain-specific applications or workflow management systems? Pls detail and name the systems you are using for supporting the enactment of the processes and pls detail which user groups have access to these systems:*

Stakeholders	Processes implemented in system	Name of the system	Usage intensely / average / low / not at all for the process	Functions the system provides to the specific user group

**Aim of the question:** Our purpose is to extract data about processes implemented in domain-specific applications or workflow management systems.

### 2.3.4.7 Question 4.7

*What role do the different stakeholders play in the legislative processes? Depending on different user groups, please describe their contribution and collaboration tasks in the legislative processes:*

Stakeholders	Which activities do they perform in the legislative processes? (reference to description details of 4.1-4.2)	How many of them collaborate in these processes?	Communication is electronic / face-to-face / paper-based and what tools are used thereby (e.g. online forum, e-mail)?	Plays a crucial role in the drafting process (yes/no)	Plays a crucial role in the consultation process (yes/no)	Consultation of stakeholder group mandatory / optional / not implemented? (Participation: high / medium / low?)

**Aim of the question:** The role of stakeholders in the legislative processes is depicted. The activities that the stakeholders perform in the legislative processes are specified. Furthermore, the tools used for communication, the importance of their role and the level of consultation of stakeholder group are cleared out.

### 2.3.5 Section 5: Technology

This section aims at tracking down technology means used by the user groups.

#### 2.3.5.1 Question 5.1

*Which operating systems are in use in your environment or by the users?*

**Aim of the question:** The purpose is to acquire knowledge about OS and their percentage of usage by user groups.

#### 2.3.5.2 Question 5.2

*Please name the most frequently used applications for the different processes and documents in the legislation process, and pls indicate the estimated familiarity (high / average / low) per user group.*

**Aim of the question:** This questions aims at specifying most frequently used applications for the different processes and documents in the legislation process and the level of familiarity for each user group.

#### 2.3.5.3 Question 5.3

*Which technologies or tools are currently in use for argument visualization or argument mining?*

**Aim of the question:** This questions aims at specifying which technologies- if any- or tools are currently in use for argument visualization or argument mining.

### 2.3.6 Section 6: Contact details

*Pls indicate your names and contact details (email) for the case we have specific questions to your answers:*

**Aim of the question:** Names and contact details (email) of the administration officials that provided the information in the questionnaires.

### 3. STRATEGIC, ORGANIZATIONAL AND LEGAL CONSTRAINTS

In general, a number of strategic, organizational and legal constraints have to be considered as boundaries in the LEX-IS project design. The strategic constraints refer e.g. to the problems of engaging citizens and especially young people in political debates. Young citizens are considered as being unmotivated to participate in political and legal affairs [FBH+06]. Educational and promotion initiatives could attract citizens' interest and encouraging them to get politically involved. Such initiatives are necessary to support the implementation of the system (cp. [MW00]). However, such initiatives cannot guarantee a lasting participation.

Other eParticipation problems which need to be overcome have been identified in the DEMO-net project<sup>13</sup> (cp. [DEM06]): e.g. a bad quality of a discourse discourages citizens from participation; 'Language problems' between administrations, political representatives and citizens have to be overcome, too. It is important that policy issues are being 'translated' in order to make them comprehensible for citizens. Digital and social divide are further constraints potentially hampering the success and take-up of the LEX-IS offer. As a consequence for the system design, requirements for the design are easy to use and simplicity. Due to the poor attendance of citizens and especially young people in the Austrian and Lithuanian parliament actually, accompanying awareness raising and advertisements should be planned. An announcement of the LEX-IS platform at the official parliamentary websites can serve as entry point to involve currently not approached citizens. The implementation and pilot phase of the system should be accompanied by an initiative to engage young people to participate. Educational programmes have to be developed for a better success and better quality of participation (cp. [MW00, SMW06]).

Organizational constraints concern the political system and governmental authorities and their behaviour. It has to be secured that the organisations support the project and motivate the Ministers and employees to participate and use sufficiently the system. Beyond that, the processes need to be adjusted and adopted for more participation possibilities and also to clarify the contrast between informative and participatory elements (cp. [DEM06]). Organizational constraints are certainly affected by technical constraints, which come from the used technologies (see section 4.5).

Legal constraints may result from the bills of law of the different countries and processes (see section 4.3). The compliance with legal frameworks has to be secured. The system has to be adapted to the different legislative processes to support it in every project partner parliament. Since the system is based on a so called "Legal Framework Ontology" there has to be interrelations to local frameworks. All possible actions at the LEX-IS platform have to follow the national law. The national law and regulations on privacy of participants have to be obeyed. Since nearly all drafts and proposals in the legislation process at the Austrian and Lithuanian parliament are public, the LEX-IS platform has to deal with the protection of privacy in case of the participants on the one side and the publication of documents referring to the legislation process on the other side.

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<sup>13</sup> DEMO-net is a Network of Excellence project funded under the European Commission's sixth framework programme, for further information see <http://www.demo-net.org/>.

## 4. RESULTS FROM THE ANALYSIS

### 4.1 Analysis and identification of the different stakeholders

In digging deeper into the stakeholder groups of Parliaments, a number of stakeholders could be identified beyond the citizens and the MPs. Such stakeholders are e.g. employees or experts. These stakeholders are also of interest in fostering participation. Depending on the history and tradition of a country's constitution(s), roles and impact of the stakeholders vary among the different National Parliaments.

The following subsections detail the potential LEX-IS stakeholder groups depending on the user partners' constitutions and democracy models and the resulting platform's requirements.

*Note: All the identified requirements are recorded in the following table template, stating for each requirement:*

- *Its code, for management purposes*
- *A short description*
- *The related process, date and/or actor the requirement affects*

*If nothing other is stated, the referred requirements are valid for all environments where the LEX-IS platform shall be deployed.*

#### 4.1.1 Citizens and citizen groups

##### 4.1.1.1 Austrian Parliament

Until now, young citizens and citizens groups are not particularly involved in the Austrian legislative process. In general, citizens of any age may find their ways to be involved, in particular through the political parties.

##### **REQUIREMENT**

RS1	
Description	The Participative Services Subsystem needs a user interface that addresses many different user groups.
Process/ Service	Provide access to user groups with the appropriate services
Document	
Actor	All user groups

According to the Austrian legal order, citizens should have different possibilities for participation directly in the legislation. These participation rights are settled as citizens' initiative, petition, popular vote, opinion poll and referenda.

##### **REQUIREMENT**

RS2	
Description	The LEX-IS platform needs an integration of technologies which represent participation rights and support participation based on them.
Process/ Service	Provide access to user groups/ with the appropriate services
Document	
Actor	All user groups

In 1999, a decision was made to publish the ministerial draft bills as well as the opinions given by the stakeholders within the pre-parliamentary consultation procedure online at the parliamentary website. By that time, this procedure was made transparent to the general public for the first time. Citizens'

reactions confirmed the public interest in the process of preparing legislation. It was also stated that providing the eMail addresses of the stakeholder institutions, if available, would give the citizens the opportunity to directly contact them and give them feedback on their positions taken with regard to particular draft bills.

#### **REQUIREMENT**

RS3	
Description	The Argumentation Support Subsystem needs an easy visualization of the legislation process to inform citizens at which stages and in which ways they can participate. Also this can serve as information point on the stage of a concrete consultation procedure.
Process/ Service	Visualization of the legislation process
Document	
Actor	citizens

Associations and unions of citizens are involved in pre-parliamentary consultation procedure. There exist several hundreds of different bodies that use electronic means, both electronic and paper form and paper only for participation. They play a crucial role in the consultation process. The consultation of associations or unions of citizens is mandatory for some public law institutions, optional but common for private law bodies.

#### **REQUIREMENT**

RS4	
Description	The Participative Services Subsystem should support direct links to associations and unions of citizens also as to political parties.
Process/ Service	Users access to participation tools
Document	
Actor	Associations, unions of citizens, political parties

#### ***4.1.1.2 Greek Parliament***

Strategic programs and initiatives are held to motivate stakeholders to take part in the legislative process via physical and electronic means, like the following:

- (1) Fourth Community Support Framework 2007-2013 for ICT deployment
- (2) The Digital Strategy 2006 – 2013 aims at the creation of all the necessary conditions for the materialization of a “digital leap” in terms of productivity and quality of life in the period 2006 – 2013. As for the next period, the Digital Strategy sets as the country’s basic objective, the development of Information and Communication Technologies (ICT) and of new skills.
- (3) eServices project<sup>14</sup> of the Greek Parliament as prepared for the digital strategy axis adaptation.

#### **REQUIREMENT**

RS5	
Description	The LEX-IS platform should potentially integrate the eServices functionalities of the Greek Parliament.
Process/ Service	
Document	

<sup>14</sup> See <http://www.epractice.eu/document/3369> for further information.

Actor	Parliamentarians
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Associations and unions of citizens are involved in bills formation and law proposal and their role is considered a crucial one. The consultation of associations or unions of citizens is not implemented.

**REQUIREMENT**

RS6	
Description	The Legislative Process Subsystem and the Participative Services Subsystem should support input at the activity of bills formation and law proposal from Associations and unions of citizens.
Process/ Service	Users' participations in the stages of bills formation and law proposal
Document	
Actor	Associations and unions of citizens

**4.1.1.3 Lithuanian Parliament**

The determination of the number of stakeholders is not possible, because different members of parliament deal with different stakeholders groups. No strategic programs or initiatives are held to motivate more stakeholders to take part in the legislative process via physical and electronic means.

**REQUIREMENT**

RS7	
Description	Accompanying measures such as publications in regional press or at least on the parliamentary web pages should support the implementation of the LEX-IS platform.
Purpose	Motivating user groups to take part in legislative process
Document	
Actor	Citizens

The communication with stakeholders is primarily held by using regular mail. This is mainly due to historical reason, as well as a consequence that such kind of mail is registered.

**REQUIREMENT**

RS8	
Description	The Participative Services Subsystem should integrate an eMail system with secure send and receive protocols.
Process/ Service	Users access to participation tools
Document	
Actor	All users

Typically the draft legal projects are presented in press and citizens or others stakeholders groups are invited to provide feedback and comments. Members of parliament can personally initiate or be involved in discussions with stakeholders through discussion forums, chats, eMail or via Skype.

**REQUIREMENT**

RS9	
Description	The Participative Services Subsystem should have discussion forums and eventually a Skype interface or link.

Process/ Service	Users access to participation tools
Document	
Actor	All users

Citizens as well as associations and unions of citizens might propose ideas, comments and input during all process stages.

#### **REQUIREMENT**

RS10	
Description	The Legislative Process Subsystem and the Participative Services Subsystem should support input at all stages of the legislation process.
Process/ Service	Users' participation at all stages of legislation process
Document	
Actor	Citizens, associations and unions of citizens

### **4.1.2 Members of parliament and political organizations**

#### **4.1.2.1 Austrian Parliament**

The Austrian Parliament consists of two chambers: the National Council (the chamber of deputies) and the Federal Council (the federative representation of the 'Länder' of the Federal Republic), which exercise the legislation of the federation. The legislation period of the national council amounted to four years, which was recently extended to 5 years. A legislature is determined by general elections. Since 1920, the members of the Federal Council are nominated by the individual parliaments of the 'Länder' of the Federal Republic. The total number of appointed MPs for the Federal Council is 62, the distribution of representatives per Land depends on the voting weights per party and Land. The National Council consists of 183 representatives. It is decided by elections and the percentage of votes per party running for a seat in the National Council<sup>15</sup>. All 245 members of the parliament participate in the legislative process in committees and plenary activities with electronic means.

The members of the parliament can have different roles in the different process steps. Dependent on the process step and the role the person has different rights and responsibilities in the legislative process. A member of the Austrian parliament and political organizations may have the following roles:

- Member of the National Council: A member of the chamber of deputies of Austria.
- Member of the Federal Council: A member of the 'Länder' of the Federal Republic
- President of the National Council: Chair of the National Council.
- President of the Federal Council: Chair of the Federal Council.
- Member of a Committee: A member of a committee that deliberates draft laws and consults the National or Federal Council.
- Committee chairman: The chair of a committee.
- Committee rapporteur: The rapporteur of a committee that countersigns the draft law before publication.
- Member of Federal Government: In Austria, the federal government is, in addition to the president of the federal republic, the highest echelon level. Its members are the Chancellor, the Vice Chancellor and the Ministers of the Federal Republic.
- Member of a Federal Province. A member of a federal state - a so called 'Land'.

<sup>15</sup> For further information see <http://www.parlinkom.gv.at/>

- Member of a Federal Ministry. A member of the administrative body (a Ministry) of a federal state.
- President: The President is the Head of State of the Republic of Austria.
- Chancellor: The Chancellery is the chair of the Austrian Federal Government.

The different roles and functions of the different member types are described in detail in subsections 4.3.1.1 and 4.3.2.

**REQUIREMENT**

RS11	
Description	The LEX-IS platform and especially the Participative Services Subsystem has to consider different user roles and functions to get the support of all members of the parliaments.
Process/ Service	Provide access to the proper categories of parliamentarians with the appropriate services
Document	
Actor	Members of parliament

**4.1.2.2 Greek Parliament**

The Greek Parliament consists of 300 parliamentarians. They are elected nationwide for a 4-year term. Most parliamentarians are elected on party ballots and after their election they form Parliamentary Groups. The Parliament assumes legislative work and enforces parliamentarian control. It is for this purpose that committees made up of Parliamentarians are composed, depending on the power of parliamentary groups and independent parliamentarians.

The members of the Parliament can have the following roles:

- Member of the Ministry Committees
- Member of the Standing Committees
- Minister of Financial Affairs
- Member of the Government

**REQUIREMENT**

RS12	
Description	The Participative Services Subsystem and the Legislative Process Subsystem needs to represent the MP roles and functions.
Process/ Service	Provide access to the proper categories of parliamentarians with the appropriate services
Document	
Actor	Members of parliament

**4.1.2.3 Lithuanian Parliament**

The Seimas is the Lithuanian Parliament. The 141 members are elected for a four-year term. 71 of the members of this legislative body are elected in individual constituencies, and 20 are elected by nationwide vote according to proportional representation. Members of parliament during the meeting with political parties, various organizations and citizens are inviting as well to provide comments and feedback. The members and employees of the Seimas as well as the political parties are involved in all steps of the legislative processes.

The members of the Seimas also have different roles:

- Initiator of the draft

- Member of Committee on Legal Affairs: A member of one of the committees of the Seimas. The committee on Legal Affairs has its activities mainly in the legal system.
- Member of Principal Committee
- Member of Seimas: A member of the Lithuanian Parliament.

**REQUIREMENT**

RS13	
Description	The Participative Services Subsystem and the Legislative Process Subsystem needs to represent the member roles and their functions in the legislation process at the Seimas.
Process/ Service	Provide access to the proper categories of parliamentarians with the appropriate services
Document	
Actor	Seimas' members

**4.1.2.4 Austrian Parliament**

About 380 employees of the Austrian Parliament serve the MPs with electronic means. Among them, several dozens are directly involved. Furthermore, several thousands employees of ministries support the ministers. Several hundreds are directly involved and play a crucial role in the consultation process.

**REQUIREMENT**

RS14	
Description	The Participative Services Subsystem needs access points for the employees involved in the legislation process at the Austrian parliament.
Process/ Service	Users access to participation tools
Document	
Actor	Austrian Parliament Employees

**4.1.2.5 Greek Parliament**

The number of employees (including scientific committee) in the Greek Parliament is 50. 30 of them have access to electronic communication systems (Internet, intranet, others) and 20 take part in electronic communication. The number of employees of the Ministries is not exactly determinable. They are involved in legislation proposal formation process, in the steps of needs and requirements investigation for law formation.

**REQUIREMENT**

RS15	
Description	The Participative Services Subsystem needs to provide access points for the employees involved in the legislation process at the Greek parliament.
Process/ Service	Users access to participation tools
Document	
Actor	Greek Parliament Employees

**4.1.2.6 Lithuanian Parliament**

The number of employees in the Seimas is not exactly determinable. All of them have access to electronic communication systems (Internet, intranet, others) and take part in electronic communication. The secretariat of the Seimas sittings has an administrative role in the legislative process. It has to

register all submitted drafts and their updated versions. Further, it forwards the draft of law and all additional documents to the members of the parliament.

**REQUIREMENT**

RS16	
Description	The secretariat of the Seimas and all other employees need access to the LEX-IS platform, especially the Participative Services Subsystem and the Legal Subsystems.
Process/ Service	Users access to participation tools
Document	
Actor	Seimas employees

**4.1.3 Businesses**

**4.1.3.1 Austrian Parliament**

Businesses are also involved in the pre-parliamentary consultation procedure. Chambers of industry and commerce and trade associations are involved in pre-parliamentary consultation procedures. A number of such bodies use electronic means, others use both electronic and paper forms, and a third group of users sticks to paper for participation in laws consultation processes.

**REQUIREMENT**

RS17	
Description	The LEX-IS platform should provide the possibility to reference paper based documents.
Process/ Service	Law consultation
Document	
Actor	All users

Chambers of industry and commerce and the trade associations play a crucial role in the consultation process. The consultation of associations or unions of enterprises is mandatory for some public law institutions, optional but common for private law bodies.

**REQUIREMENT**

RS18	
Description	The Participative Services Subsystem needs access points for lobbyists and other private law bodies.
Process/ Service	Users access to participation tools
Document	
Actor	Lobbyists and other private bodies

**4.1.3.2 Greek Parliament**

Associations and Unions of enterprises may contribute in bills formation and law proposal. They play a crucial role in the drafting process.

**REQUIREMENT**

RS19	
Description	The Participate Services Subsystem needs to provide access points for associations and unions of enterprises.

Process/ Service	Users access to participation tools
Document	
Actor	Associations and unions of enterprises.

#### **4.1.3.3 Lithuanian Parliament**

Chambers of industry and commerce and trade associations are involved in the pre-parliamentary consultation procedure. Associations and Unions of enterprises may propose ideas, comments and input during all process stages.

##### **REQUIREMENT**

RS20	
Description	The Participate Services Subsystem needs access points for associations and unions of enterprises.
Process/ Service	Users access to participation tools
Document	
Actor	Associations and unions of enterprises.

#### **4.1.4 Other groups**

##### **4.1.4.1 Austrian Parliament**

When preliminarily debating on legislative proposals, the committees of the National Council are entitled to invite experts and other witnesses to give their opinions and provide their expertise on draft bills. The number of experts collaborating in these processes is not fixed. Consultation is optional. The experts give presentations at the meetings of the National Council. No special documents are requested from the experts. Stakeholders such as lobbyists may play an important informal role within the legislative process.

##### **REQUIREMENT**

RS21	
Description	If the roles of other groups at the Austrian Parliament shall be supported with the LEX-IS platform, they have to be concretised.
Purpose	Defining the role and participation of other groups in legislative process
Document	
Actor	Other groups of users

##### **4.1.4.2 Greek Parliament**

Experts are involved in the stage of legislation formation and the one of the law proposal, in the steps of bills and law proposals and amendments submission.

##### **REQUIREMENT**

RS22	
Description	The LEX-IS platform needs integration of support for expert consultation in legislation formation stage.
Process/ Service	Law consultation in legislation formation stage
Document	
Actor	Experts

#### 4.1.4.3 Lithuanian Parliament

Experts and concerned persons and groups are involved in the pre-parliamentary consultation procedure.

##### **REQUIREMENT**

RS23	
Description	The LEX-IS platform needs integration of support for expert consultation.
Process/ Service	Law consultation in legislation formation stage
Document	
Actor	experts

## 4.2 Target groups' user requirements

This section concretises the formulated requirements from section 4.1. After describing the potential users of the LEX-IS platform and the resulting requirements, a clear definition of the platform actors, their roles and access rights in respect to functions and processes needs to be investigated.

This information serves as basis for the adjustment of existing tools for participation. Dependent on the different user groups LEX-IS has to foresee special user roles. A user role (henceforth simply called 'role') defines tasks, characteristics and, above all, rights of a user in software and/or in an operating or application system. A user can have several roles and its rights arise then as a result of the combination of the rights of all roles.

Based on the analysis the actual users groups of the LEX-IS platform will be:

- (1) the Members of the Parliaments (MPs),
- (2) other operational staff of the Parliaments,
- (3) Citizens, with a specific orientation towards the participation of teenagers,
- (4) Businesses,
- (5) Non-governmental organisations and collective/representation bodies such as trade unions, citizen interest groups, etc., and
- (6) Independent legal experts and public servants taking part in law formulation.

The different groups impose different requirements on the system. The members of the parliaments require support in their daily work and need possibilities to easily discuss the legislative drafts and proposals. The employees of the parliaments need also support for their daily work, but more focusing on the workflow functionality of the system. Citizens, Businesses, Non-governmental organisations and collective / representation bodies are more interested in collaborative participation functionalities and information offerings. Independent legal experts need special participation possibilities because they can be part of the legislative formulation process.

The different user groups will need different roles and permissions in the system as expressed in Table 2. Basic role stereotypes in the LEX-IS platform are coordinators, guests, data managers and system administrators. Referring to the above defined user groups the following roles can be mapped to the stakeholder groups:

<b>Role Stereotypes</b>	<b>Stakeholder</b>	<b>Permissions / functionality to elaborate documents and data</b>	<b>View data and documents</b>	<b>Other</b>
Coordinator	Members of the Parliaments (MPs), other op-	Add or edit documents	View reports	

	operational staff of the Parliaments			
Guest	All		View reports	
Data Manager	Members of the Parliaments (MPs), other operational staff of the Parliaments	Can edit any data and download the data to the local machine.	Full rights to view all information gathered	
System Administrator	operational staff of the Parliaments	Change any information.	View any information.	Maintain the database and Web site. Grant or revoke the user permission.

**Table 2: Possible LEX-IS platform users and their permissions to access platform**

The analysis shows that the different users of these user groups can be of different age, have different educational background and different experience with ICT (cp. requirement RS1). They operate from different locations and some of the users may have disabilities. To reach as many users as possible some general requirements on the platforms' user interface and especially the Participative Services Subsystem have to be considered:

Section 1.2 states a high Internet usage rate in Austria, Lithuania and Greece. Hence to reach as many users as possible the user interface should be web based.

**REQUIREMENT**

RS24	
Description	The client user interface should be web based.
Process/ Service	Users access to participation tools
Document	
Actor	All users

The web access should have a very simple interface that is even responsive if the bandwidth is low (e.g. no big images on the web site). Otherwise the usage of the platform could be unattractive for certain user groups.

**REQUIREMENT**

RS25	
Description	The client user interface should be responsive to users when the bandwidth is low.
Process/ Service	Users access to participation tools
Document	
Actor	All users

An enlargement of RS25 is the need for a simple and intuitive user interface. That helps to reach technical or inexperienced web users without training.

**REQUIREMENT**

RS26	
Description	The client user interface has to be very intuitive - users with no computer experience have to be able to use the system without training.

Process/ Service	Users access to participation tools
Document	
Actor	Users with no computer experience

Furthermore the web based user interface should be accessible.

**REQUIREMENT**

RS27	
Description	The client user interface has to be accessible so that people with disabilities can use it.
Process/ Service	Users access to participation tools
Document	
Actor	Users with disabilities

The user interface should be adaptable to different user groups for easier usage. For example employees should have another view to e.g. the argument discussion than citizens. Likewise, functionality which must not be accessed by certain users shall not be presented to them (e.g. citizens see only functionality they are entitled to use such as adding a comment or opening an argumentation tree).

**REQUIREMENT**

RS28	
Description	The client user interface has to be adaptable.
Process/ Service	Users access to participation tools
Document	
Actor	All users

Beyond that, the Legal Metadata Subsystem should provide the possibility to refer to scanned documents that are available in paper form. The analysis showed that many citizens and citizen groups still use this communication form. An argumentation trace is only complete and transparent if it refers all - even not electronically available - documents. Furthermore the Argumentation Support Systems has to provide the possibility for citizens as well as associations and unions of citizens to propose ideas, comments and input during all process stages.

The platform has to support the daily work of the employees. Hence the Legal Metadata Subsystem should provide the possibility for employees to publish documents on behalf of others.

The analysis shows that no strategic programs or initiatives are held to motivate more stakeholders to take part in the legislative process via physical and electronic means. Typically the draft legal projects are presented in press and citizens or others stakeholders groups are invited to provide feedback and comments<sup>16</sup>. Members of parliament can personally initiate or be involved in discussions with stakeholders. This leads to the following Participative Services Subsystem's requirements, which shall ensure an easy access for all target groups:

**REQUIREMENT**

RS29	
Description	Native language adaptation of LEX-IS platform (since all documents are only available in native language, an English GUI seems not applicable to increase eParticipation, cp. RS1)

<sup>16</sup> See also p.3, item 7 in [OEC03]

Process/ Service	Users access to participation tools
Document	
Actor	All users

**REQUIREMENT**

RS30	
Description	The Participative Services Subsystem needs a linkage at the official web sites of the parliaments (due to the objective of LEX-IS to increase the participation of young people, cp. RS4)
Process/ Service	Easy access to user groups
Document	
Actor	All users

**REQUIREMENT**

RS31	
Description	The Participative Services Subsystem has to integrate the existing technologies that support mingling (as e.g. email, Skype, etc., cp RS8, RS9).
Process/ Service	Users access to participation tools
Document	
Actor	All users

Furthermore one important platform requirement is to help the citizens and especially the young citizens "find their ways to be involved".

As mentioned in section 1.1, the Argumentation Support Subsystem is responsible for providing the necessary argumentation support to every group of users. Collaborative Argumentation and Computer Supported Argument Visualization can provide a graphical representation of online debates that maps the issues and the diversity of opinions formulated in order to enable a wider audience to better discuss emerging issues. An easy representation helps the users to understand and trace legislative processes, since some user groups are not familiar with the general legislative process. But a Computer Supported Argument Visualization is only useful if the users can directly interact with it. These points lead to the following system design requirement:

**REQUIREMENT**

RS32	
Description	The system has to support discussions over legislative processes.
Process/ Service	Users access to participation tools
Document	
Actor	All users

But beyond it the Argumentation Support Subsystem should help to find the proper contact person and support special expert roles in the Argumentation Support and Participative Services Subsystems.

RS33	
Description	The LEX-IS platform should support the special expert roles in the Argumentation Support and Participative Services Subsystems.
Process/ Service	Users access to participation tools

Document	
Actor	All users

As stated in RS25 the user interface has to be responsive when the bandwidth is low. That includes the following requirement to the Participative Services Subsystem:

**REQUIREMENT**

RS34	
Description	The Participative Services Subsystem has to operate in real-time. Data entered at one site must be immediately available at all other sites. This is essential for a productive communication between different stakeholders.
Process/ Service	Users access to participation tools
Document	
Actor	All users

To ensure the use of the Legal Subsystem from the parliaments' side, it has to be inexpensive to administer and maintain. All administration has to be handled by trained employees of the parliaments.

The analysis of the legislative processes and the target groups leads to special security requirements for the platform (cp. RS8). General objectives and corresponding kinds of security requirements, as e.g. identification requirements, authentication requirements etc., can e.g. be found in Firesmith ([Fir03]). In particular the LEX-IS platform should be secured against sabotages to ensure the confidence of the users in the system.

**REQUIREMENT**

RS35	
Description	The LEX-IS platform should be secured against sabotages.
Purpose	Platform Security
Document	
Actor	

For example official documents should be marked as such and not allowed to be modified by unauthorized users. Therefore the reading access to unofficial data and writing access to all data has to be strictly controlled and the rules for access control are subject to modification by the user-administrator. Even so data access has to be as comfortable as possible for the users. Access to data has to be logged and the detail with which logs were made has to be subject to run-time control by the user-administrator.

**REQUIREMENT**

RS36	
Description	The LEX-IS platform needs authorization, authentication, and access control.
Purpose	Security
Document	
Actor	

### 4.3 Analysis and requirements of the legal formation process and the debate of a legal drafting process

After looking on the parliamentary environments from a static view it is also necessary to evaluate the dynamic processes between the user groups and other stakeholders in deliberation process. With

processes not only the electronic supported ways of interaction are meant but also all activities within and referring to the deliberation process.

### 4.3.1 Process specific requirements for the legal formation process

#### 4.3.1.1 Austrian Parliament

Within the process of federal legislation in Austria, public consultation (i.e. consulting public bodies and NGOs but not the "general public") with regard to drafting bills is not part of the parliamentary but of the pre-parliamentary phase of legislation. That is why it is not organized by the Parliament but by the competent federal ministry. The Parliament, however, since 1961 has been involved in so far as all consultation documents are to be delivered for sake of information of the parliamentary groups. Since 1999, Parliament has published these documents on its website and thereby for the first time brought transparency into the pre-parliamentary consultation procedure.

#### **REQUIREMENT**

RP1	
Description	The LEX-IS Legal Metadata Subsystem should provide interfaces to these documents and on the according website.
Process/ Service	Law consultation
Document	Drafting Bills, Consultation documents
Actor	Parliamentarians

The committees of the National Council, when preliminarily debating on legislative proposals, are entitled to invite experts and other witnesses to give their opinions. On the ground of this procedural provisions, in a very few cases the competent committees of the National Council have organized consultation procedures of their own; this was done with regard to a few private members' bills, but in particular in some cases when the competent ministry had abstained from putting a draft bill to consultation.

#### **REQUIREMENT**

RP2	
Description	The invited experts and other witnessed should be presented in the different subsystems of the LEX-IS platform.
Process/ Service	Access to different groups of users to the appropriate services
Document	
Actor	experts

In the Austrian practice institutions are consulted; besides the federal ministries and the administrations of the federal provinces as well as the associations of cities and local authorities, quite a large number of interest groups are involved in the consultation procedure. The number of bodies invited to give their opinions on a particular draft bill depends on the respective subject matter and may vary between a few dozens and (in some cases) several hundreds. The majority of these bodies has access to electronic communication systems and would also use them for the consultation procedure; the means of electronic communication, however, are not sophisticated at all, the common means is just eMail. In summer 2007, a new interface within the „E-Law“<sup>17</sup> system (the Austrian electronic workflow system supporting the legislative process) was implemented. It enables the Federal Ministries to directly send the draft bills to the Parliament via the workflow system. The "E-Law" project provides a fully electronic workflow for law-making among the Ministries and the Austrian Parliament. Hence, it specifically supports the Austrian legal process.

<sup>17</sup> For further information see <http://www.digitales.oesterreich.gv.at/DocView.axd?CobId=21190>.

The "E-Law" system also embodies the Legal Information System of the Federal Republic of Austria (RIS)<sup>18</sup>. The RIS is the official and authentic Austrian Federal Law Gazette, i.e. since 2004, all laws are published in the authentic version in electronic format in the RIS. Through the RIS, the newly (and also older) enforced laws are accessible to the general public for free. There is also already a principal functionality that citizens can comment draft laws.

A seamless integration of the Austrian „E-Law“ system with the LEX-IS platform is a crucial necessity in the Austrian deployment pilot. Otherwise the present technical process would have to be changed which seems to be not realistically.

#### **REQUIREMENT**

RP3	
Description	The LEX-IS platform should provide interfaces to the Austrian „E-Law“-system.
Process/ Service	Draft bills input by federal ministries
Document	
Actor	All users

The first formal stage of legislation is the submission of a bill (legislative proposal) to the National Council: The majority of bills are submitted by the Federal Government; this can only be done by the government as an entity, not by individual ministers. Prior to their submission to the National Council, such bills must be adopted by the Council of Ministers. Regularly, before a draft bill is submitted to the Council of Ministers by the responsible member of the Federal Government, it undergoes a consultation procedure, which the other federal ministries, the federal provinces, as well as NGOs are involved in. Other bills submitted to the National Council are private members' bills or proposals by committees of the National Council. All members of the National Council are entitled to submit private members' bills; these can, however, only be discussed if they are seconded by the requisite number of members. Moreover, every committee of the National Council is entitled to make legislative proposals provided that there is a substantive connection between the proposal and a subject matter referred to the committee for preliminary deliberation. Bills can also be submitted by the Federal Council or by one third of the members of the Federal Council. These legislative proposals are directly submitted to the President of the National Council by the President of the Federal Council. Finally, any legislative proposal made by at least 100 000 voters or by one sixth of the voters in each of three provinces ("people's initiative") must be submitted to the National Council by the Federal Electoral Authority.

#### **REQUIREMENT**

RP4	
Description	The Argumentation Support Subsystem has to visualize the described process. Further the current state of ongoing process should be marked. The realization of the process steps can only be implemented using the „E-Law“ system as mentioned before (cp. RP3).
Process/ Service	Visualization of legislative process
Document	
Actor	All users

#### ***4.3.1.2 Greek Parliament***

The legislation proposal formation stage is made up of 2 stages: a) the Needs and requirements investigation for law formation and b) Bills and law proposal.

In the first stage, Ministries Employees and Ministries Committees are dealing with Law needs and requirements report, producing Draft law proposal document. Then, in the second stage, Ministries Committees, Experts and Consultants are involved in Bills and law proposal and explanatory report.

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<sup>18</sup> <http://www.ris.bka.gv.at/>

**REQUIREMENT**

RP5	
Description	The Participative Services Subsystem has to consider the described roles of Ministries Employees, Ministries Committees, Experts and Consultants.
Purpose	Define the roles of Ministries Employees, Ministries Committees, Experts and Consultants in the legislation proposal formation stage
Document	
Actor	Ministries Employees, Ministries Committees, Experts and Consultants

**4.3.1.3 Lithuanian Parliament**

The Lithuania Parliament information system development project<sup>19</sup> provides open access to all legal documents which are related to Lithuania Parliament activities.

**REQUIREMENT**

RP6	
Description	The LEX-IS platform needs to integrate the Lithuanian Parliament information system.
Purpose	Access to all legal documents
Document	All legal documents
Actor	All users

The first step in the legislation proposal formation stage is to receive proposal(s) or ideas regarding change of existing laws or creation of new law from citizens, organisations or parliament members. These proposals might be received via eMail, fax or ordinary post. Received Proposal(s) are analysed in order to figure out if it these are reasonable. The process of forming draft of law needs to be initiated by the Members of Parliament. If the analysed proposal is not reasonable and the process of forming draft of law should not be initiated, an answer to the author of the proposal is prepared and sent. The formal answer must include clearly defined reasons, why his proposal is declined and might be sent via fax or/and ordinary post. If the analysed proposal is reasonable the process of forming draft of law needs to be initiated. Hence the Lithuania Parliament information System development project does not support the legal formation workflow, this has to be modelled within the LEX-IS platform.

**REQUIREMENT**

RP7	
Description	The Participative Services Subsystem has to consider the described roles
Process/ Service	Define the roles in legislation proposal formation stage
Document	
Actor	All users

**4.3.2 Process specific requirements for the debate of a legal drafting**
**4.3.2.1 Austrian Parliament**

Only within the parliamentary stages of the Austrian legislative process about 1000 different process steps have been identified. The breakdown of the process into single steps therefore, of course, restricts itself to the major obligatory steps connected with the documents as listed in 4.4. More detailed

<sup>19</sup> For further information see <http://www.lrs.lt/>

descriptions of the individual process steps than given above as well as specified requirement formulations would go beyond the scope of a document like this. Above all the debate of a legal drafting workflow is modelled within the „E-Law“ system which has to be integrated.

#### REQUIREMENT

RP8	
Description	The Legislative Subsystem has to support the deliberative process by mapping the different steps of the deliberation process to the LEX-IS ontology in order to provide the necessary argumentation support in the Argumentation Support Subsystem.
Process/ Service	Argumentation support of deliberative process
Document	
Actor	Parliamentarians

#### REQUIREMENT

RP9	
Description	The LEX-IS platform has to consider the three readings stages at the Austrian parliament -as described.
Process/ Service	Support of 3 reading stages
Document	
Actor	parliamentarians

A deliberation of the National Council begins with **the first reading**. At this stage, debates are limited to the general principles of the bill in question. Mostly, however, bills are directly referred to the competent committee without a first reading. The detailed discussion of legislative proposals takes place in the committees or in sub-committees, smaller and more flexible bodies that may be set up to deliberate on particularly complex matters. Committees generally meet in camera, which means that the bulk of intensive parliamentary work for the most part goes unnoticed by the general public. Committee work is a dialectic process in the course of which the committee members and members of the government or their representatives discuss the individual provisions contained in a proposal. At the same time, motions to amend the text, i.e. to alter it, delete parts of it, or add to it, may be made. If the committee or sub-committee decides so, witnesses and experts may be called. When engaged in the preliminary deliberation of important bills and state treaties, the committees may decide to hear experts and other witnesses in a public sitting. Members of the Federal Council may be present at committee meetings of the National Council.

#### REQUIREMENT

RP10	
Description	The Legal and Argumentation Support Subsystems should present the discussions in public sittings.
Process/ Service	consultation
Document	
Actor	All users

Once the committee has completed its deliberations, one member is appointed rapporteur. It is the formal task of the rapporteur to summarise the results of the committee's deliberations and the motions adopted by it in a written report to be submitted to the National Council (in practice, the committee report is prepared by the respective committee secretary being a staff member of the Parliamentary Administration). This report is signed by the committee chairman and countersigned by the rapporteur. The President of the National Council then orders the report to be distributed to all mem-

bers. In addition, a minority opinion by at least three members entitled to vote or a divergent opinion of a single member entitled to vote may be submitted to the National Council.

**The second reading** – the deliberation on the floor of the House on the basis of the committee report – consists of the general debate and the subsequent special debate; in reality, these two debates are normally held as one. Again, amendments to the bill may be introduced at this stage. The National Council may also express its wishes regarding the implementation of the legislation in question by moving resolutions. Voting can be accomplished by standing up or the use of an electronic voting system. Separate votes can be taken on individual parts of a question. Under certain circumstances, other voting procedures – nominal vote and secret ballot – may be used.

#### **REQUIREMENT**

RP11	
Description	The Argumentation Support Subsystem should present the percentage of voting agreements and disagreements.
Process/ Service	Voting presentations
Document	
Actor	All users

**The third reading** takes place when a bill has been approved on second reading. Its object is to remedy contradictions, spelling or printing errors as well as linguistic flaws. On third reading the vote is taken on the text in its entirety. Once the bill has been adopted on third reading, it is referred to as a legal enactment of the National Council. Every enactment of the National Council is transmitted to the Federal Council without delay. Parliamentary procedure in the Federal Council is similar to that in the National Council. In addition to the members of the Federal Government, the provincial governors may attend the meetings and have the right to be heard on matters concerning the provinces. The enactment transmitted by the National Council is first deliberated upon in a committee, whose rapporteur then submits the committee's report to the floor of the House. The Federal Council has eight weeks to decide whether or not to raise a reasoned objection to the enactment. If in response to a Federal Council veto the National Council reiterates its decision in the presence of at least half of its members ("overriding the veto"), the original National Council enactment stands. Voting in the Federal Council is normally by show of hands or, alternatively, by the members standing up or remaining seated. As in the National Council, members of the Federal Council present in the chamber must not abstain from voting. Each member is free to demand, prior to the vote, that the President announce the number of members that have voted for or against the proposal in question. Under certain circumstances, nominal or secret votes may be taken in the Federal Council.

#### **REQUIREMENT**

RP12	
Description	The Legislative Process and Argumentation Support Subsystem should visualize the voting process. This makes it more transparent for not directly involved stakeholders.
Process/ Service	Visualization of voting process
Document	
Actor	All users

If in those cases where the Federal Council has a veto the chamber decides not to raise an objection, or if it does not raise a reasoned objection within eight weeks from receipt of an enactment transmitted by the National Council, the Federal Constitution requires that the enactment be authenticated by the Federal President, countersigned by the Federal Chancellor and electronically published in the Federal Law Gazette within the framework of the Legal Information System of the Federal Chancellery. Unless otherwise explicitly provided for in the law itself, it enters into force after the day of publication in the Federal Law Gazette.

**REQUIREMENT**

RP13	
Description	The LEX-IS platform should provide access to members of the Federal Council.
Process/ Service	Users access to participation tools
Document	
Actor	Members of the federal council

**REQUIREMENT**

RP14	
Description	The system should provide access to the Federal Law Gazette.
Process/ Service	Users access to participation tools
Document	
Actor	Federal Law Gazette

**4.3.2.2 Greek Parliament**

The legislative initiative is exercised either by the Cabinet (through Bills) or by the Parliament itself (with law proposals). There are, however, special cases (ex: the retirement issues) in which the initiative comes only from the Cabinet. It is mandatory that Bills and law proposals are accompanied by an explanatory report (which analyzes the goals of the proposed regulation) and by the text of the clauses that are in effect, are annulled or amended.

**REQUIREMENT**

RP15	
Description	The LEX-IS platform and especially the Participative Services Subsystem should provide access to all prepared documents and reports.
Process/ Service	Users access to participation tools
Document	All legal documents and reports
Actor	

In addition, if the proposed legislation entails a burden to the budget, it is accompanied by a statement of the National General Accounting Office, which indicates the amount of the expense, and a statement by the Minister of Financial Affairs and of the Minister or MP who made the proposal, for the way in which this expense will be covered (or the eventual reduction of the income). The proposed legislation is transmitted to the Directorate of Studies of the Scientific Service of the Parliament, which submits a statement with its comments.

**REQUIREMENT**

RP16	
Description	The LEX-IS platform should support access points and input to the proposed legislation from National General Accounting Office and Directorate of Studies of the Scientific Service of the Parliament.
Process/ Service	Users access to participation tools
Document	
Actor	National General Accounting Office and Directorate of Studies of the Scientific Service of the Parliament.

Ministers and Parliamentarians both can submit amendments or additions to Bills and law proposals. Amendments are signed by the Members of the Parliament or the Ministers who submit them, are distributed to the proper service of the parliament and registered in particular book of continuous numeration, at their chronological order of deposit. These amendments must be submitted at the latest three days before the discussion of the bill begins.

**REQUIREMENT**

RP17	
Description	The LEX-IS platform should support amendments input by ministers and parliamentarians.
Process/ Service	Users access to participation tools
Document	
Actor	ministers and parliamentarians

**REQUIREMENT**

RP18	
Description	The LEX-IS platform should support database of submitted amendments, accessed by Ministers and parliamentarians.
Process/ Service	Database of submitted amendments
Document	
Actor	ministers and parliamentarians

Every submitted Bill and law proposal is referred to the appropriate standing parliamentary committee. There are six (6) standing committees:

- Standing Committee on Cultural and Educational Affairs
- Standing Committee on Defense and Foreign Affairs
- Standing Committee on Economic Affairs
- Standing Committee on Social Affairs
- Standing Committee on Public Administration, Public Order and Justice
- Standing Committee on Production and Trade

The committee works out the submitted legislative act and sends it to the Plenary Session for voting, in case it is the responsibility of the Plenary Session. The Parliament votes for a Bill to become Law in three voting sessions: firstly in principle, then per article (when amendments may be proposed and either approved or rejected) and then as a whole. If it isn't responsibility of the Plenary Session, then the committee works it out and votes on it as well. In this case, the Bill (or law proposal) is sent to the Plenary Session, which discusses it and passes it as a whole in a session.

**REQUIREMENT**

RP19	
Description	The LEX-IS platform should provide access to all Standing Committees.
Process/ Service	Users participation
Document	
Actor	Standing Committees

**REQUIREMENT**

RP20	
Description	The Legislative Process and Argumentation Support Subsystem should visualize the voting process in the Committees.
Process/ Service	Visualization of voting process in the Committees
Document	
Actor	Committees

requirement

RP21	
Description	The Legislative Process and Argumentation Support Subsystem should visualize the voting process in the Parliament.
Process/ Service	Visualization of the voting process in the Parliament
Document	
Actor	parliamentarians

#### **4.3.2.3 Lithuanian Parliament**

The draft of law is prepared along with covering letter and comparative variant of a submitted draft of amendments of a law. If needed, additional documents are prepared. The documents must be filled in accordance with the Seimas of the Republic of Lithuania Statute<sup>20</sup>.

##### **REQUIREMENT**

RP22	
Description	The LEX-IS platform and especially the Participative Services Subsystem should provide access to all prepared documents.
Process/ Service	Users access to participation tools
Document	All legal documents
Actor	

The second process step is the registration of the draft in the register of draft laws and proposals received by the secretariat of the Seimas sittings and the members of the parliament. The draft of law and all additional documents must be uploaded to the database of Seimas of the Republic of Lithuania, since they become available to everyone.

##### **REQUIREMENT**

RP23	
Description	The LEX-IS platform should integrate an upload functionality with the corresponding interfaces.
Process/ Service	Draft law sent to database
Document	
Actor	all users

##### **REQUIREMENT**

RP24	
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<sup>20</sup> [http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc\\_l?p\\_id=288607](http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=288607) (Official translation)

Description	The special role of the Seimas Sitting has to be considered in the different subsystems of the LEX-IS platform.
Purpose	Define the role of the Seimas sitting
Document	
Actor	Seimas

The draft of law and all additional documents must be forwarded to the Legal Department and European Law Department under the Ministry of Justice in order to get their conclusions. Both steps are done by the secretariat of the Seimas sittings. The members of parliament receive the conclusions of Legal Department by the secretariat of the Seimas sittings. If the draft is in conformity with the constitution, laws, principles of legislation and technical rules of law-making, and the submitted documents are conform to the requirements of Statute of Seimas of the Republic of Lithuania, it shall be presented at the Seimas sitting by the initiator of the draft. The initiator shall give a brief characterisation of the draft and shall answer questions of the Seimas members. In case draft is not in conformity with the Constitution, it is forwarded to the Committee on Legal Affairs in order to get their conclusions. After that the members of the parliament and the secretariat of the Seimas receive the conclusions of Committee of Law and Legislation of Seimas and end the process if the draft is not in conformity with the Constitution. If the draft law is rejected at any stage of consideration, it may be submitted again, but not sooner than 6 months thereafter.

#### **REQUIREMENT**

RP25	
Description	The Argumentation Support Subsystem should present rejected drafts and the documented reasoning to give a survey of the whole process of a legal draft.
Process/ Service	Presentation of rejected drafts
Document	Rejected drafts and documented reasoning
Actor	All users

If the draft is in conformity with the constitution, laws, principles of legislation and technical rules of law-making, and the submitted documents are conform to the requirements of Statute of Seimas of the Republic of Lithuania, it is presented during Seimas sitting for consideration. It shall be presented at the Seimas sitting by the initiator of the draft, who shall give a brief characterisation of the draft and shall answer questions of the Seimas members. If the draft is not accepted it is given back to initiator for improvement (procedure restarts from step 1).

If the draft is accepted, committees to analyse the draft are assigned by the Seimas sitting. The committees assigned analyse the draft and all additional documents, conclusions, etc. and present their conclusions.

#### **REQUIREMENT**

RP26	
Description	The Argumentation Support and Legal Subsystems should integrate and visualize the conclusions of the committees.
Process/ Service	Visualization of conclusions of the committees
Document	
Actor	committees

Draft of law is considered during plenary session of Seimas to decide on it:

- Final version of draft is prepared.
- The draft is given for public consideration: In such a case the procedure shall be repeated beginning from the consideration in the principal committee.

- The draft is returned for revision to the principal committee: If such a decision shall be adopted, a routine decision by the Seimas, in which the principal provisions must be expressed, and that which the principal committee must correct in the draft must be adopted concurrently. A Seimas Member, who shall present the proposal to return the draft to the principal committee for revision must prepare a draft of this routine decision. In this instance the procedure shall be repeated from the beginning of consideration in the principal committee.
- The draft of law is returned to initiators for fundamental revision: In this event, the procedure of deliberation of the draft law shall be repeated from its presentation at the Seimas sitting.
- The draft of law is rejected: In such a case the process is ended.

#### **REQUIREMENT**

RP27	
Description	The LEX-IS platform should present and visualise the status of all drafts of law.
Process/ Service	Visualization of the status of all law drafts
Document	
Actor	Seimas

If the final version of the draft is prepared it is adopted in Seimas sitting. The decision is taken in form of voting. If draft is adopted, it is printed draft and signed else it is rejected.

#### **REQUIREMENT**

RP28	
Description	The voting procedures have to be considered within the LEX-IS platform.
Process/ Service	Voting procedure
Document	
Actor	Seimas

## 4.4 Analysis and requirements of the specific documents flowing along the interaction processes

### 4.4.1 General Aspects

Documents play a major role in the daily work of a parliament. Dependent on their relevance documents have special features. During the deliberation process the dissemination of documents to support collaborative work needs common agreements on document formats which are available to all affected stakeholders. Dependent on document types this can possibly vary. To facilitate the dissemination of relevant documents on the one side and secure confidential documents on the other side several possibilities exist.

For spreading information within and between the stakeholder groups they need access to relevant documents. Dependent on the identified documents their accessibility for different user groups needs to be described in the environments of the respective National Parliaments.

#### **4.4.1.1 Austrian Parliament**

The Austrian Parliament has, depending on its legislative process, a special data flow. Just the most important kinds of documents, i.e. the documents initiating legislation and the obligatory documents within the legislative procedure are mentioned. All other kinds of (facultative) documents are disregarded.

- (1) The Ministerial Draft Bill is the result of the initial legislative drafting by Ministers and ministerial staff. The document is communicated in electronic way, with email and workflow system, and (decreasing) in paper form. It serves as input for the next process step.

- (2) The opinions on ministerial draft bill and the final version of the ministerial draft bill are the results of the consultation procedure by ministries, provinces, associations, and interest groups. The documents can be communicated only with electronic means (email) but also in electronic and paper form as well as paper only. The use of single electronic means is increasing whereas the paper only way is decreasing.
- (3) The final version of ministerial draft bill serves as input for the adoption by Council of Ministers. It produces the Government bill in electronic form and additionally in paper document. Texts of international state treaties are translated.
- (4) The preliminary deliberation by the National Council committee bases on the Government bills, the private members' bills, the Federal Council proposal and people's initiatives. Private members' bills are often submitted "free style", but in case of further treatment put into the „E-Law“ template. They can be submitted with Email or the upload functionality of the workflow system. Common practice for the Federal Council proposal is the use of the „E-Law“ template. As well as People's initiatives it can be communicated in electronic and paper form. The use of the „E-Law“ template is obligatory for people's initiatives. The result of the preliminary deliberation is the National Council committee report.
- (5) The National Council committee report is adopted by the members of the National Council to produce the legal enactment of the National Council. The stenographic records are stored in the integrated electronic production system.
- (6) The preliminary deliberation by Federal Council committee uses the legal enactment of the National Council to produce the committee report.
- (7) This is the base for the decision by the Federal Council. A paper document that has an electronic reference to the legal enactment by the National Council. The stenographic records are conveyed with electronic means and paper copies.
- (8) The promulgation takes place with the Federal Law Gazette via the Federal President and the Federal Chancellor. The input document for this process is the legal enactment by the National Council.

#### **REQUIREMENT**

RD1 <sup>21</sup>	
Description	The LEX-IS platform should provide descriptions of the documents, which are necessary in the legislative processes.
Process/ Service	Along legislative process
Document	All documents necessary in the legislative process
Actor	

Nearly all documents are produced with „E-Law“ templates in Microsoft Word, stored in XML and presented as PDF. The use of the „E-Law“ templates to generate the Microsoft Word documents is mostly obligatory. Exceptions are the stenographic records of the National and Federal Council. They are produced with the help of word templates and are also presented in HTML. The Federal Law Gazette as final paper is another exception. Possible presentation formats are RTF, PDF and HTML. If no other information is given above, the workflow system is used to convey the document to the users in the next stage of the process.

#### **REQUIREMENT**

RD2	
Description	The Participative Services Subsystem should be compatible to MS Word format
Purpose	Documents MS Word compatibility

<sup>21</sup> RD: Requirements referring to Documents and dissemination of documents

Document	All legal documents
Actor	All users

**REQUIREMENT**

RD3	
Description	The Participative Services Subsystem should be compatible to PDF format.
Process/ Service	Documents PDF format compatibility
Document	All legal documents
Actor	All users

**REQUIREMENT**

RD4	
Description	The Legal Metadata Subsystem needs the integration of an xml storage tool.
Process/ Service	"E-Law" documents templates stored in XML
Document	"E-Law" documents
Actor	All users

The only fundamental classification distinguishes between parliamentary business freely accessible to the public and working documents of restricted access. The security concept is based on a firewall and extranet solution (SSL, VPN). Details of the security concept, of course, are not disclosed by the IT department.

**REQUIREMENT**

RD5	
Description	The LEX-IS platform should consider the existing security technologies.
Purpose	Security
Document	All documents
Actor	All users

All legislative documents (except working documents) are non-confidential. Everyone has access to the documents via the parliamentary website; access to the workflow system, of course, is restricted to the actors in the workflow.

**REQUIREMENT**

RD6	
Description	The LEX-IS platform should consider the existing user roles as e.g. access to the workflow system is restricted to the workflow actors.
Process/ Service	Users access to participation tools
Document	Legislative documents
Actor	All users

**4.4.1.2 Greek Parliament**

The following kind of documents are being created and disseminated along the legislative process:

- (1) Needs and requirements investigation for law formation

- (2) Bills & law proposals
- (3) Explanatory report
- (4) Statement of National General Accounting Office
- (5) Statement of the Minister of Financial Affairs
- (6) Statement of the Minister who made the proposal
- (7) Statement of the scientific service of Greek Parliament
- (8) Amendments

They are only available in Greek language. Apart from Needs and requirements investigation for law formation (no data available), all documents are in PDF/WORD format and are communicated in both electronic and traditional official means.

**REQUIREMENT**

RD7	
Description	The LEX-IS platform needs a Greek language adaptation.
Purpose	Greek language adaptation
Document	All legal documents
Actor	All users

**REQUIREMENT**

<i>Cp. RD2</i>	
Description	The Participative Services Subsystem should be compatible to MS Word format
Purpose	Documents MS Word compatibility
Document	All legal documents
Actor	

***4.4.1.3 Lithuanian Parliament***

All documents in the legislative process are accessible through the Seimas Information System and communicated in the traditional official way as well as via electronic means. They are only available in Lithuanian and as Word documents.

**REQUIREMENT**

<i>Cp. RD2</i>	
Description	LEX-IS platform needs a Lithuanian language adaptation
Purpose	Documents MS Word compatibility
Document	All legal documents
Actor	

Following kind of documents exist:

- (1) The proposals of draft of law are the base in the legislation proposal formal stage.
- (2) The draft of law, covering letter and the comparative variant of draft law are the result documents in the first step of the draft legislation process, the preparation of the draft of law. Obligatory the draft of law is based according to "Documents preparation rules", the compara-

tive variant of draft law according to Seimas statute<sup>22</sup> article No. 135 paragraph 4 and the covering letter according to Seimas statute article No. 135 paragraph 3.

- (3) Conclusions of legal department
- (4) Conclusions of committee
- (5) Conclusion of Government
- (6) Final draft of law

#### **REQUIREMENT**

<i>Cp.</i> RD1	
Description	The LEX-IS platform should provide descriptions of the documents, which are necessary in the legislative processes.
Process/ Service	Along legislative process
Document	All documents
Actor	

The documents (2) – (6) can be provided obligatory under use of the “Documents preparation rules”.

#### **REQUIREMENT**

RD8	
Description	The LEX-IS platform needs a Lithuanian language adaptation.
Purpose	Lithuanian language adaptation
Document	All legal documents
Actor	

There are no specific securities or confidentiality requirements – the system is open and everyone can access and view the documents. Some documents are restricted, but these documents do not appear in the information systems, e.g. child adoption decision or similar.

#### **REQUIREMENT**

RD9	
Description	Actually there exist no access restrictions in the Lithuania Parliament System. This functionality should be provided by the LEX-IS platform.
Process/ Service	Access Control in Lithuanian Parliament system
Document	All documents
Actor	

The documents in the system can be uploaded by members of parliament.

#### **4.4.2 Dissemination of Documents**

Sharing and dissemination of documents lead from a more static to a dynamic view. The dissemination of documents works as connection link between the static description of documents, their formats etc. and the description of processes which can be seen as the dynamic aspect of the parliamentary environments.

<sup>22</sup> For further information see [http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc\\_l?p\\_id=288607](http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=288607) (Official translation)

#### **4.4.2.1 Austrian Parliament**

Document management is based on the metadata stored in an Oracle database application; additional document management functionalities are provided within a self-developed application. This solution comprises all classical DMS functionalities (such as registering, indexing, file production, archiving, retrieval), with one exception in the field of administrative documents: in this field, incoming documents are not integrated in the system, just the metadata are recorded. With regard to legislative business, this restriction, of course, is not to be made. An actor/role concept is used to control accessibility of the different classes of documents. The metadata concept has been developed on the ground of the specific requirements of the classes of documents to be described. Legislative documents, within their lifecycle, are to be described by a particularly large number of different metadata; within the database application "Parliamentary Business", there are available about 1000 different process steps for describing the history of an item of business. Within the „E-Law“ system, every version of a document checked in is stored in sustainable way. The versioning system supports automatic comparison of different versions.

##### **REQUIREMENT**

RD10	
Description	The Participative Services Subsystem should provide an interface to the described actor/role concept for an easier maintenance.
Process/ Service	Users access to participation tools
Document	All documents
Actor	

##### **REQUIREMENT**

RD11	
Description	The LEX-IS platform should provide an interface to the existing database applications used in the deliberation process and in the legislation formation stage.
Process/ Service	Parliamentary Business database application
Document	Legislative documents
Actor	

##### **REQUIREMENT**

RD12	
Description	The Legislative Process Subsystem and the Legal Metadata Subsystem should use the versioning system of the "E-Law" system.
Process/ Service	automatic comparison of different document versions
Document	Legislative documents
Actor	

#### **4.4.2.2 Greek Parliament**

The Greek Parliament IT Department is responsible for the dissemination of documents.

#### **4.4.2.3 Lithuanian Parliament**

The Lithuania Parliament information system is the main tool for managing documents. All documents are uploaded and stored in this system. It allows uploading, modifying, or deleting documents. Documents modification is tracked according document identification number. The documents can be modified and uploaded only from members of parliament working place. Metadata are specified for documents. The documents are prepared regarding Lithuania standard of Lithuania Documents preparation

rules provided by Lithuanian Archive Department under the Government of Lithuania. Changes at the documents are tracked by additional numbers to document identification number – 1,2,3,4, etc.

#### **REQUIREMENT**

RD13	
Description	The LEX-IS platform has to provide interfaces to the Lithuanian Parliament information system in order to smoothly exchange documents.
<b><u>Process/Service</u></b>	Users access to participation tools
Document	
Actor	All users

#### **REQUIREMENT**

Cp. RD12	
Description	The Legislative Process Subsystem and the Legal Metadata Subsystem should use the versioning system of the Lithuanian Parliament information system.
<b><u>Process/Service</u></b>	Automatic comparison of different document versions
Document	Legislative documents
Actor	

### **4.4.3 Requirements for Documents**

The analysis of the documents and their positions in the different legislative processes leads to the above mentioned requirements. These requirements are concretised in this section.

The documents play a major role in the process and should be considered with the reference to their stages in the legislative process in the Legal Metadata Subsystem. The Argumentation Support Subsystem should provide access to support the argumentation base. The Participative Services Subsystem should provide an easy access to the documents.

As described in subsection 4.4.1 the different parliaments deliver documents in pdf and other formats (cp. RD 2, RD 3, RD 4). Hence the users of the LEX-IS platform need compatible applications to open such documents (e.g. Adobe reader) within the parliaments. Other essential applications are listed in 4.5. The applications that are necessary to read the documents should be free. Furthermore the Legal Metadata Subsystem should provide the possibilities to store and retrieve such information and support different templates and document formats. Therefore interfaces to the applications that are used in the parliaments are necessary (cp. RD 5, RD 6).

The LEX-IS platform should provide the possibility to upload restricted documents although this is not necessary in all parliaments (cp. RD 6). Such restricted documents, as e.g. working versions, may not be visible for all user groups. But the Argumentation Support Subsystem could provide these additional arguments for limited user groups to support the debate process.

Dependent on the above mentioned security guidelines the data access should be logged and strictly controlled by user roles. Technical restrictions by firewalls have to be considered during the development process (cp. RD 5). The security guidelines of the content and workflow management systems have to be considered in the different subsystems of the platform. Based on the nature of the users the access possibilities are different in the process stages (cp. RD 6).

## **4.5 Analysis and requirements of the system context (systems in use, interfaces, etc.)**

Adapting the LEX-IS platform at the national parliaments need at least a general knowledge of the electronic environment and the computer literacy of the user groups.

- Operating systems, differentiated by user groups
- Frequently used applications for word processing, spreadsheet etc., in the legislation processes and the familiarity in different user groups.

There are different operating systems in use at the different parliaments by the members and employees of the parliaments<sup>23</sup>:

<b>Operating System (OS)</b>	<b>Austrian Parliament</b>	<b>Lithuanian Parliament</b>
<b>Windows XP</b>	100 % client-side	-
<b>Windows 2000</b>	-	100 %
<b>Other OS (please name)</b>	Sun Solaris 100 % server-side	-

**Table 3: Operating systems used by Parliament members in countries analysed**

The following table shows the most frequently used applications for the different processes and documents in the legislation process, and indicates the estimated familiarity (high / average / low) per user group.

<b>Applications for</b>	<b>Austrian Parliament (familiarity of users with the application)</b>	<b>Lithuanian Parliament (familiarity of users with the application)</b>
<b>Word processing</b>	MS Word (High)	MS Word (High)
<b>Spreadsheet</b>	MS Excel (average)	MS Excel (High)
<b>Database</b>	Oracle (Low)	MS Access (Low)
<b>Document management</b>	Self-developed application (Average); Fabasoft for „E-Law“ at the Federal Government level outside the Parliament	MS Access (Low)
<b>Workflow Application</b>	Self-developed application (Average); Fabasoft for „E-Law“ at the Federal Government level outside the Parliament	-
<b>Graphics/ Diagrams</b>	MS Excel (Average)	MS Excel (High)
<b>Visualization</b>	-	MS PowerPoint (High)

<sup>23</sup> Note: Unfortunately, no details could be provided from the Greek Parliament questionnaire.

<b>Presentation</b>	MS PowerPoint (Low)	MS PowerPoint (High)
<b>Web-Browser</b>	MS Internet Explorer (High) Mozilla Firefox (Low)	MS Internet Explorer (High)
<b>Forum</b>	-	-

**Table 4: Applications used by Parliament members in countries analysed**

The situation within the various federal ministries of Austria would differ; one major difference of particular relevance to the "E-Law" system should be mentioned: for document and workflow management, the "Fabasoft eGov"<sup>24</sup> suite is used. The Austrian Parliament uses systems for some functionality of content management and knowledge management.

Members of Lithuanian Parliament can personally initiate or be involved in discussions with stakeholders through discussion forums, chats, eMail or via Skype.

These aspects lead to the following system requirements:

- The system needs interfaces to existing information systems or workflow systems of National parliaments.
- The system needs comfortable email tools (clients, visualization, structuring features) with interfaces to existing systems in Parliaments.
- The system needs to support the mentioned data types and operational systems.
- Compatibility with existing firewall and extranet solutions (SSL, VPN)

None of the Parliaments who are partners in the LEX-IS project are using technologies and tools for argument visualization/support and for collaboration support with CSCW or ontologies. Thus the LEX-IS platform does not have to provide interfaces to such systems or existing ontologies.

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<sup>24</sup> For further information see <http://www.fabasoft.com/cms/E-Government/FabasofteGov-Suite/Overview.htm>

## 5. SUMMARY LIST OF USER GROUPS, PROCESSES/SERVICES AND DOCUMENTS

In the subsequent tables, the Actors (Table 5), the processes/services (Table 6) and the documents (Table 7) related to all requirements which emerged from the previous analysis (section 4) are summarized.

Actors	Description
Members of parliament	The members of the governing body (Austria, Greece)
Unions and associations of citizens	Unions and associations of citizens from Austria, Greece, Lithuania
Unions and associations of enterprises	Unions and associations of enterprises from Austria, Greece, Lithuania
Citizens	Citizens from Austria, Greece, Lithuania
Ministry Committees	Ministry Committees from Austria, Greece, Lithuania
Consultants	Consultants from Austria, Greece, Lithuania
Experts	Experts from Austria, Greece, Lithuania
Seimas	Parliament of Lithuania
Political parties	Political Parties (from Austria, Greece, Lithuania) have a specific role in the legislative process of each country.
Users with no computer experience	Users with no computer experience from Austria, Greece, Lithuania
Users with disabilities	Users with disabilities from Austria, Greece, Lithuania
Members of the federal council	Federal Council exercises the legislature in federation. The members of the Federal Council are nominated by the individual parliaments of the 'Länder' of the Federal Republic Austria.
National General Accounting Office	National General Accounting Office (Greece) provides a statement concerning the proposed legislation, if it entails a burden to the budget.
Directorate of Studies of the Scientific Service of the Parliament.	The Directorate of Studies of the Scientific Service of the Greek Parliament, submits a statement with its comments about the proposed legislation.
Standing Committees	In Greek legislation process, every submitted Bill and law proposal is referred to the appropriate standing parliamentary committee. The committee works out the submitted legislative act and sends it to the Plenary Session for

<b>Actors</b>	<b>Description</b>
	voting, in case it is the responsibility of the Plenary Session.
Austria Parliament Employees	Employees of the Austrian Parliament
Greek Parliament Employees	Employees of the Greek Parliament
Seimas employees	Employees of the Lithuanian Parliament
Lobbyists and other private bodies	Lobbyists and other private bodies from Austria, Greece, Lithuania
Federal Law Gazette	Federal Law Gazette publishes legal enactments within the framework of the Legal Information System of the Federal Chancellery (Austria).

**Table 5: Actors in Requirements**

<b>Processes/Services</b>	<b>Description</b>
Provide access to users with the appropriate services	Each user group (in Austria, Greece, Lithuania) has different access and participation rights in the platform.
Visualization of the legislation process	It provides citizens from Austria, Greece, and Lithuania information about the stages of legislation process that they can submit input and the ways they can participate.
Users' participations at the stages of bills formation and law proposal	User's participation at each stage of legislation process (Austria, Greece, Lithuania)
Law consultation in legislation formation stage	Experts and consultants are involved in the stage of legislation formation and the one of the law proposal, in the steps of bills and law proposals and amendments submission. (Austria, Greece, Lithuania)
Draft bills input by federal ministries	In Austria. Federal ministries submit input on draft bills in the legislative process.
Visualization of voting process	Visualization of voting process at the parliament of Austria
Database of submitted amendments accessed by ministers and parliamentarians	All the submitted amendments are tracked down in a database and can be accessed by ministers and parliamentarians (Greece).
Visualization of the voting process in the Parliament	Visualization of voting process at the parliament of Greece
Voting procedure at Seimas	If the final version of the draft is prepared it is adopted in Seimas sitting. The decision is taken in form of voting. If draft is adopted, it is printed draft and signed else it is rejected.
Upload, access, edit documents in Lithuania Parliament information system	The Lithuania Parliament information system development project provides open access to all legal documents which are related to Lithuania Parliament activities.

<b>Processes/Services</b>	<b>Description</b>
Argumentation support of deliberative process	The Legislative Subsystem has to support the deliberative process to provide the necessary argumentation support in the Argumentation Support Subsystem (Austria)
Visualization of conclusions of the committees	If the draft is accepted (Lithuania legislative process), committees to analyse the draft are assigned by the Seimas sitting. The committees assigned analyse the draft and all additional documents, conclusions, etc. and present their conclusions.
Visualization of the status of all law drafts	Visualization of the status of all law drafts at Seimas (Lithuania)
"E-Law" documents templates stored in XML	In Austrian legislative process, nearly all documents are produced with „E-Law“ templates in Microsoft Word, stored in XML and presented as PDF. The use of the „E-Law“ templates to generate the Microsoft Word documents is mostly obligatory.

**Table 6: Processes/ Services in Requirements**

<b>Documents</b>	<b>Description</b>
Consultation documents	Explanatory reports and proposals (Austria, Greece, Lithuania)
Drafting Bills	Drafting Bills Documents (Austria)
"E-Law" documents	In Austrian legislative process, nearly all documents are produced with „E-Law“ templates in Microsoft Word, stored in XML and presented as PDF.
Rejected Drafts and Documented Reasoning	Rejected Drafts and Documented Reasoning (Lithuania)

**Table 7: Documents in Requirements**

## 6. SUMMARY LIST OF REQUIREMENTS

In the subsequent tables, the requirements identified in section 4 are categorized according to the FURPS framework.

Functionality					
Code	Description	Actor	Process/ Service	Document	Country
RS2	The LEX-IS platform needs an integration of technologies which represent participation rights and support participation based on them.	All users	Provide access to users with the appropriate services		Austria
RS3	The Argumentation Support Subsystem needs an easy visualization of the legislation process to inform citizens at which stages and in which ways they can participate. Also this can serve as information point on the stage of a concrete consultation procedure.	Citizens	Visualization of the legislation process		Austria
RS4	The Participative Services Subsystem should support direct links to associations and unions of citizens also as to political parties.	Associations, unions of citizens, political parties	Users access to participation tools		Austria
RS5	The LEX-IS platform should provide interfaces to the eServices project of the Greek Parliament.	All users			Greece
RS6	The Legislative Process Subsystem and the Participative Services Subsystem should support input at the activity of bills formation and law proposal from Associations and unions of citizens.	Associations and unions of citizens.	Users' participations in the stages of bills formation and law proposal		Greece
RS8	The Participative Services Subsystem should integrate an eMail system with secure send and receive protocols.	All users	Users access to participation tools		Lithuania
RS11	The LEX-IS platform and especially the Participative Services Subsystem has to consider different user roles and functions to get the support of all members of the parliaments.	Members of parliament	Provide access to the proper categories of parliamentarians with the appropriate services		Austria
RS12	The Participative Services Subsystem and the Legislative Proc-	Members of parlia-	Provide access to the proper		Greece

<b>Functionality</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country</b>
	ess Subsystem needs to represent the members of parliament roles and functions.	ment	categories of parliamentarians with the appropriate services		
RS13	The Participative Services Subsystem and the Legislative Process Subsystem needs to represent the member roles and their functions in the legislation process at the Seimas.	Seimas' members	Provide access to the proper categories of parliamentarians with the appropriate services		Lithuania
RS17	The LEX-IS platform should provide the possibility to reference paper based documents.	All users	Law consultation		Lithuania
RS21	If the roles of other groups at the Austrian Parliament shall be supported with the LEX-IS platform, they have to be concretised.	Other groups of users	Defining the role and participation of other groups in legislative process		Austria
RS22	The LEX-IS platform needs integration of support for expert consultation in legislation formation stage.	Experts	Law consultation in legislation formation stage		Greece
RS23	The LEX-IS platform needs integration of support for expert consultation.	Experts	Law consultation in legislation formation stage		Lithuania
RS28	The client user interface has to be adaptable.	All users	Users access to participation tools		Target group's user requirement
RS30	The Participative Services Subsystem needs a linkage at the official web sites of the parliaments (due to the objective of LEX-IS to increase the participation of young people, cp. RS4)	All users	Easy access to user groups		Target group's user requirement
RS31	The Participative Services Subsystem has to integrate the existing technologies that support mingling (as e.g. email, Skype, etc)	All users	Users participation interface		Target group's user requirement
RS32	The system has to support discussions over legislative processes.	All users	Users access to participation tools		Target group's user requirement

<b>Functionality</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country</b>
RS33	The LEX-IS platform should support the special expert roles in the Argumentation Support and Participative Services Subsystems.		Users access to participation tools		Target's group requirements
RP1	The LEX-IS Legal Metadata Subsystem should provide interfaces to these documents and on the according website.	Parliamentarians	Law consultation	Drafting Bills, Consultation documents	Austria
RP2	The invited experts and other witnessed should be presented in the different subsystems of the LEX-IS platform.	experts	Access to different groups of users to the appropriate services		Austria
RP3	The LEX-IS platform should provide interfaces to the Austrian „E-Law“-system.	All users	Draft bills input by federal ministries		Austria
RP4	The Argumentation Support Subsystem has to visualize the described process. Further the current state of ongoing process should be marked. The realization of the process steps can only be implemented using the „E-Law“ system as mentioned before (cp. RP 3).	All users	Visualization of legislative process		Austria
RP5	The Participative Services Subsystem has to consider the described roles of Ministries Employees, Ministries Committees, Experts and Consultants.	Ministries Employees, Ministries Committees, Experts and Consultants	Define the roles of Ministries Employees, Ministries Committees, Experts and Consultants in the legislation proposal formation stage		Greece
RP6	The LEX-IS platform needs to integrate the Lithuanian Parliament information system.	All users	Access to all legal documents	All legal documents	Lithuania
RP7	The Participative Services Subsystem has to consider the described roles	All users	Define the roles in legislation proposal formation stage		Lithuania
RP9	The LEX-IS platform has to consider the three readings stages at the Austrian parliament -as described.	parliamentarians	Support of 3 reading stages		Austria

<b>Functionality</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country</b>
RP12	The Legislative Process and Argumentation Support Subsystem should visualize the voting process. This makes it more transparent for not directly involved stakeholders.	All users	Visualization of voting process		Austria
RP13	The LEX-IS platform should provide access to members of the Federal Council.	Members of the federal council	Users access to participation tools		Austria
RP16	The LEX-IS platform should support access points and input to the proposed legislation from National General Accounting Office and Directorate of Studies of the Scientific Service of the Parliament.	National General Accounting Office and Directorate of Studies of the Scientific Service of the Parliament.	Users access to participation tools		Greece
RP17	The LEX-IS platform should support amendments input by ministers and parliamentarians.	Ministers and parliamentarians	Users access to participation tools		Greece
RP18	The LEX-IS platform should support database of submitted amendments, accessed by Ministers and parliamentarians.	Ministers and parliamentarians	Database of submitted amendments accessed by ministers and parliamentarians		Greece
RP19	The LEX-IS platform should provide access to all Standing Committees.	Standing Committees	Users access to participation tools		Greece
RP21	The Legislative Process and Argumentation Support Subsystem should visualize the voting process in the Parliament.	Parliamentarians	Visualization of the voting process in the Parliament		Greece
RP22	The LEX-IS platform and especially the Participative Services Subsystem should provide access to all prepared documents.	All users	Users access to participation tools	All legal documents	Lithuania
RP23	The LEX-IS platform should integrate an upload functionality with the corresponding interfaces.	All users	Law draft sent to database		Lithuania
RP24	The special role of the Seimas Sitting has to be considered in the different subsystems of the LEX-IS platform.	Seimas	Define the role of the Seimas sitting		Lithuania

<b>Functionality</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country</b>
RP27	The LEX-IS platform should present and visualise the status of all drafts of law.		Visualization of the status of all law drafts		Lithuania
RP28	The voting procedures have to be considered within the LEX-IS platform.	Seimas	Voting procedure at Seimas		Lithuania
RD1	The LEX-IS platform should provide descriptions of the documents, which are necessary in the legislative processes.		All documents necessary in the legislative process		Austria
RD7	The LEX-IS platform needs a Greek language adaptation	All users	Greek language adaptation	All legal documents	Greece
RD8	The LEX-IS platform needs a Lithuanian language adaptation.	All users	Lithuanian language adaptation	All legal documents	Lithuania
RD9	Actually there exist no access restrictions in the Lithuania Parliament System. This functionality should be provided by the LEX-IS platform.	All users	Access Control in Lithuanian Parliament Information system	All documents	Lithuania
RD10	The Participative Services Subsystem should provide an interface to the described actor/role concept for an easier maintenance.		Users access to participation tools		Austria
RD13	The LEX-IS platform has to provide interfaces to the documents within the Lithuanian Parliament information system.		Upload, access, edit documents in Lithuania Parliament information system	All documents	Lithuania

**Table 8: Functionality Requirements**

<b>Usability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Documents</b>	<b>Country Of Origin</b>
RS1	The Participative Services Subsystem needs a user interface	All user groups	Provide access to user groups		Austria

<b>Usability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Documents</b>	<b>Country Of Origin</b>
	that addresses many different user groups.		with the appropriate services		
RS24	The client user interface should be web based.	All users	Users access to participation tools		Target group's user requirement
RS26	The client user interface has to be very intuitive - users with no computer experience have to be able to use the system without training.	Users with no computer experience	Users access to participation tools		Target group's user requirement
RS27	The client user interface has to be accessible that people with disabilities can use it.	Users with disabilities	Users access to participation tools		Target group's user requirement

**Table 9: Usability Requirements**

<b>Reliability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process</b>	<b>Document/ Service</b>	<b>Country of Origin</b>
RS35	The LEX-IS platform should be secured against sabotages.	All users	Platform Security		Target group's user requirement
RS36	The LEX-IS platform needs authorization, authentication, and access control.	All users	Platform Security		Target group's user requirement
RD5	The LEX-IS platform should consider the existing security technologies.	All users	Security	All documents	Austria

**Table 10: Reliability Requirements**

Performance					
Code	Description	Actor	Process/ Service	Document	Country of Origin
RS25	The client user interface should be responsive to users when the bandwidth is low.	All users	Users access to participation tools		Target group's user requirement
RS34	The system has to support collaborative work in educational processes.	All users	Users access to participation tools		Target group's user requirement

**Table 11: Performance Requirements**

Supportability					
Code	Description	Actor	Process/ Service	Document	Country of Origin
RS7	Accompanying measures such as publications in regional press or at least on the parliamentary web pages should support the implementation of the LEX-IS platform.	Citizens	Motivating user groups to take part in legislative process		Lithuania
RS9	The Participative Services Subsystem should have discussion forums and eventually a Skype interface or link.	All users	Users participation		Lithuania
RS10	The Legislative Process Subsystem and the Participative Services Subsystem should support input at all stages of the legislation process.	Citizens, associations and unions of citizens	Users' participation and input at all stages of legislation process		Lithuania
RS14	The Participative Services Subsystem needs access points for the employees involved in the legislation process at the Austrian parliament.	Austrian Parliament Employees	Users access to participation tools		Austria

<b>Supportability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country of Origin</b>
RS15	The Participative Services Subsystem needs access points for the employees involved in the legislation process at the Greek parliament.	Greek Parliament Employees	Users access to participation tools		Greece
RS16	The secretariat of the Seimas and all other employees need access to the LEX-IS platform, especially the Participative Services Subsystem and the Legal Subsystems.	Seimas employees	Users access to participation tools		Lithuania
RS18	The Participative Services Subsystem needs access points for lobbyists and other private law bodies.	Lobbyists and other private bodies	Users access to participation tools		Austria
RS19	The Participate Services Subsystem needs access points for associations and unions of enterprises.	Associations and unions of enterprises.	Users access to participation tools		Greece
RS20	The Participate Services Subsystem needs access points for associations and unions of enterprises.	Associations and unions of enterprises.	Users access to participation tools		Lithuania
RS29	Native language adaptation of LEX-IS platform (since all documents are only available in native language, an English GUI seems not applicable to increase eParticipation, cp. RS1)	All users	Users access to participation tools		Target group's user requirement
RS31	The Participative Services Subsystem has to integrate the existing technologies that support mingling (as e.g. email, Skype, etc)	All users	Users access to participation tools		Target group's user requirement
RP8	The Legislative Subsystem has to support the deliberative process by mapping the different steps of the deliberation process to the LEX-IS ontology in order to provide the necessary argumentation support in the Argumentation Support Subsystem.	Parliamentarians	Argumentation support of deliberative process		Austria

<b>Supportability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country of Origin</b>
RP10	The Legal and Argumentation Support Subsystems should present the discussions in public sittings.	All users	consultation		Austria
RP11	The Argumentation Support Subsystem should present the percentage of voting agreements and disagreements.	All users	Voting presentations		Austria
RP14	The system should provide access to the Federal Law Gazette.	Federal Law Gazette	Users participation		Austria
RP15	The LEX-IS platform and especially the Participative Services Subsystem should provide access to all prepared documents and reports.	All users	Users access to participation tools	All legal documents and reports	Greece
RP20	The Legislative Process and Argumentation Support Subsystem should visualize the voting process in the Committees.	Parliamentarians	Visualization of the voting process in the Parliament		Greece
RP25	The Argumentation Support Subsystem should present rejected drafts and the documented reasoning to give a survey of the whole process of a legal draft.	Presentation of rejected drafts	Presentation of rejected drafts	Rejected drafts and documented reasoning	Lithuania
RP26	The Argumentation Support and Legal Subsystems should integrate and visualize the conclusions of the committees.	Committees	Visualization of conclusions of the committees		Lithuania
RD2	The Participative Services Subsystem should be compatible to MS Word format		Documents MS Word compatibility	All legal documents	Austria
RD3	The Participative Services Subsystem should be compatible to PDF format.		Documents PDF format compatibility	All legal documents	Austria
RD4	The Legal Metadata Subsystem needs the integration of		"E-Law" documents templates	"E-Law"	Austria

<b>Supportability</b>					
<b>Code</b>	<b>Description</b>	<b>Actor</b>	<b>Process/ Service</b>	<b>Document</b>	<b>Country of Origin</b>
	an xml storage tool.		stored in XML	documents	
RD6	The LEX-IS platform should consider the existing user roles as e.g. access to the workflow system is restricted to the workflow actors.	All users	Users access to participation tools	All documents	Austria
RD11	The LEX-IS platform should provide an interface to the existing database applications used in the deliberation process and in the legislation formation stage.		Parliamentary Business data-base application	Legislative Documents	Austria
RD12	The Legislative Process Subsystem and the Legal Meta-data Subsystem should use the versioning systems.		automatic comparison of different document versions	Legislative Documents	Austria, Lithuania

**Table 12: Supportability Requirements**

## 7. CONCLUDING REMARKS AND NEXT STEPS

As already described the existing tools need an adaptation to the specific situation at each parliamentary environment. The identification of targeted user groups and their requirements serves as input to model the individual workflows of each legislation process. Since these processes differ substantially between the Austrian, Lithuanian and Greek constitutions the LEX-IS platform has to consider these restrictions. Main difference between the Lithuanian and the Austrian constitution is the federal character of Austria which results in a twofold legislation process. Firstly new laws are discussed in the national council. After discussion and voting there, the Federal Council decides on acceptance or not.

A first modelling of existing legislation processes from the questionnaires was performed as well to better understand the legislation processes. The models are attached in Annex 2. They serve also as input for *D1.2 Legislative process workflow model*.

On semantic level it is also necessary to develop a common model of terms which will be elaborated in *D1.3 Ontology for legal framework modelling*. The semantic model deals with the structuring of information on the legislation process and its referring documents such as laws, constitutions and other regulations on national and European level. The integration of the existing systems and environments is one important requirement of the LEX-IS platform. In order to be able to fulfil that, the systems and their interfaces should be examined. The definition of the platform interfaces should be one important step of the engineering process.

Development of attendant promotion strategies seem crucial for the success of the LEX-IS project since actually no link or information on the parliamentary websites is available. To increase participation of citizens, especially young citizens they need this information.

Summing up the results of this deliverable, it gives a baseline definition of the user groups and requirements of LEX-IS.

The system will facilitate several distinct groups of end users by promoting their participation in the different stages of the legislative process through the provision of a number of operations. Naturally, not all categories of users have the same level of access to the functionalities of the system but according to their needs, nature and role and in the legislative process have utilize specific capabilities of the system.

Members and employees of the parliaments are sufficiently integrated in the legislative process. But citizens and especially young people have less room to integrate themselves. They can access all documents, but there is no discussion at all between citizens and the members of the parliament. Here it is necessary to update the processes for a better integration. Further engagement strategies for young people only make sense if this is fulfilled.

The different legal requirements are another difficulty that has to be overcome. These requirements result in different processes that have to be supported by the LEX-IS platform. Useful hints and a proposal for a guiding principle can be found at [Kes05] (p. 60 f). The raised questions there should be answered in *D1.2 Legislative process workflow model*.

Further important steps to increase the participation of young citizens are public relations on relevant media. As described in [EPR06] (cp. p.16 ff), young citizens should be approached at their usual places, such as specific discussion forums, blogs etc. For LEX-IS it will help increasing participation if at least the parliament's websites contain links to the LEX-IS platform. Accompanying measures should be information in public press or links with information about the aims of LEX-IS at portals which are frequently used by young citizens. These websites should be examined via the respective research partners of each national parliament.

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