

Factsheet:

Access to Base Registries in Bulgaria

Published 10/09/2018

Disclaimer: The information provided herein is the result of the ABR project within ISA² programme. ISA² has made the utmost effort to research and keep the correct and most updated information on JoinUp. However, this factsheet has not been validated by relevant MS authorities, thus, ISA² does not accept any responsibility for the content, accuracy, completeness, legality or function of this factsheet. Please contact ISA² for further information: isa2@ec.europa.eu

Table of Contents

Bulgaria towards Interoperability	3
Legal Interoperability	6
Organisational Interoperability	8
Semantic Interoperability	10
Technical Interoperability	11
Cross-border Interoperability	13
E-Government Public Services making use of Base Registries data	14

Bulgaria towards Interoperability

E-Government in Bulgaria is understood as a central tool in meeting the needs of businesses and citizens, by providing qualitative and accessible administrative e-services. This implies an improvement in the administrative processes through specific legislation, strategies, infrastructure as well as the management of data and information resulting from the interaction among institutions, officials, citizens and businesses.

The establishment and development of e-Governance in Bulgaria started in 2001 and has been an important priority since then. Several national initiatives have been implemented along the years, among the latest and most significant being the 'Concept of e-Government in Bulgaria 2010 - 2015' and the 'Common Strategy for e-Government in Bulgaria 2011-2015', both managed by the Ministry of Transport, Information Technology and Communications.

The 'Concept of e-Government in Bulgaria 2010 - 2015' document states the vision and goals for e-Government in 2015 and the principles under which the former must be achieved. According to the document, the Government is to apply the principles of good governance, using modern ICT, in order to achieve: interoperability at national and European level, high impact and sustainability in cost optimisation and working processes, transparency and accountability, improved administrative services for citizens and businesses, among others.

The 'Common Strategy for e-Government in Bulgaria 2011-2015'², was adopted by Decision Nr. 958 of the Council of Ministers on 29 December 2010. The strategy's main objective is to accelerate the creation and development of e-Government in order to provide accessible and better quality services to both citizens and businesses. Therefore, the document describes similar vision and principles as the 'Concept of e-Government in Bulgaria 2010 - 2015', completing the document, nevertheless, by laying out an e-Government model, an information and technology model, national and sectorial policies and risks. In the information section, the strategy states that the digitisation of the administrations will cover a series of actions, among which will be the use of electronic databases and the entire switch to electronic registries. The technological model is constructed on the basis of open standards.

These two strategies build the basis for the 'e-Governance Development Strategy - 2014 - 2020 in the Republic Of Bulgaria'³, a key document that is setting the scene for interoperability and e-Governance for the next years. The strategy is under the responsibility of the State e-Government Agency (SEGA) and was adopted by Decision № 163/ 21.03.2014 of Council of Ministers. Its main goal is to outline the framework for all present and new activities in the field of e-Government. More precisely, the strategy contains:

- An analysis of the current state of play of e-Governance in the Republic of Bulgaria;
- The vision of the e-Governance in Bulgaria and its specific vision until 2020;
- The strategic objectives;
- E-Governance sector policy;
- The specific activities to achieve the states objectives and the expected results;
- The coordination and management of the strategy implementation;
- The e-Governance model, together with an information and technological model.

Just as in the 'Common Strategy for e-Government in Bulgaria 2011-2015', registries and databases are an

Bulgaria ABR Factsheet 2018 [page 3]

https://www.mtitc.government.bg/upload/docs/E_GOV_Conception_for_publishing__2_.pdf

² https://www.mtitc.government.bg/archive/page.php?category=462&id=4698

³ https://www.mtitc.government.bg/sites/default/files/uploads/pdf/e_governance_strategy.pdf or https://www.mtitc.government.bg/archive/en/page.php@category=462&id=7179.html

important part described in the information model section. The 2014-2020 strategy underlines again the need of a complete transition to e-registries and the registry production, among the expected results being the connection of up to 200 registries of key significance (without specifying which ones) for the provision of complex e-services and the establishment of a registry of e-Governance resources. For that, every public entity that is a primary data administrator is to create an e-registry and the corresponding electronic services related to the registry. These registries must be connected from the beginning to the centralised e-Governance infrastructure. This will enable all administrations to be able to acquire the necessary official information or data electronically directly from the primary administrator. In this way, the 'Once-Only' principle and multiple usage of information will be applied.

The 'Once-Only' principle is, therefore, mentioned in the current strategy, but also in the 'Concept of e-Government in Bulgaria 2010 - 2015', where the one time data collection by the administration was set as a national goal. The 'Once-Only' principle is also present in the national interoperability framework (NIF), later to be explained, where the principle 4 of the framework requires data of citizens and business to be gathered only once and shared among appropriate e-Service providers. Nevertheless, the analysis of the current state of play of e-Governance described in the 'e-Governance Development Strategy - 2014 - 2020 in the Republic Of Bulgaria' document, states that it is still a recurrent practice to ask users to provide documents that are issued by other institutions. The document states that institutions have no access to the available information datasets of other administrations.

The 'e-Governance Development Strategy - 2014 – 2020 in the Republic Of Bulgaria' also states that Bulgaria is currently experiencing difficulties in implementing **interoperability** within the digital environment of public administrations. Among the main obstacles are a lack of a consistent methodology to manage the process of e-Governance development, as well as to organise the activities of operationally responsible e-Government authorities. There is also a lack of interoperability between the available systems of independent administrative structures.

According to the strategy, in order to overcome this barriers, the implementation of the developed European and national interoperability framework and international standards are necessary. When creating an interconnected information and communication infrastructure it is advised to set the semantic, syntactic, technological and organisational interoperability that implements internationally accepted standards, in conformity with the European Interoperability Framework. Regarding cross-border interoperability, the strategy mentions the need to harmonise the metadata for specific areas and domains, if possible. As an option for such standardised data definitions are the Asset Description Metadata Schema (ADMS), created by the ISA programme.

The national interoperability framework (NIF) was initially described in the 'Bulgarian National Interoperability framework for Governmental Information Systems' document, adopted by the Council of Ministers (Decision Nr. 482 of 28 June 2006). It established seven basic principles around which the Bulgarian NIF had to be built on (the principle 1 requires the usage of internationally adopted open standards, for example) and a list of requirements to be followed for the practical application of the NIF, for example, the necessity to establish and ensure the maintenance of the centralised registries.

A newer version of the national interoperability framework (NIF) is in the process of being finalised, yet a draft version⁵ can be accessed. The draft framework is rooted in the European Interoperability Framework and provides definitions, states the purpose of the framework, the target group, explains the underlying principles of interoperability, the interoperability levels and provides recommendation. Aligned with the national strategies, the framework provides a section on base registries. A definition is provided, together

⁴ https://www.mtitc.government.bg/upload/docs/en_BUL__FRAMEWORK.pdf

⁵ https://www.mtitc.government.bg/upload/docs/2016-01/BNIF_EN.pdf **Bulgaria**

with the components and common features that for public authorities, urging them to make the developing public services and creating interfacehnical level.	eir base registrie	s available to other a	administrations while
Bulgaria		ABR F	actsheet 2018 [page 5]

Legal Interoperability

In Bulgaria, base registries are regulated by specific legislation. Legal documents include information on the activities and responsibilities of the particular base registry and clarify which are the authorities responsible for them. A short summary of the existing legislation regulating the base registries related to persons, businesses, and land and buildings:

- The Law on Commercial Registry⁶ defines what a commercial registry is, regulates the registration, records keeping, storage and access to the Commercial Registry. The act also prescribes methods for keeping and maintaining the registry, the owner of the data is defined, along with ways to ensure security, interoperability and free access to data.
- The Cadastre and Property Registry Act⁷ provides a definition of what a cadastre and property is understood in the Bulgarian context, and regulates the organisation, finance, development, maintenance and the use of the registries. Additionally, the act recognises and defines the difference between the Cadastre and the Land Registry, stating that the "Cadastre is the set of basic data on the location, boundaries and dimensions of real estate in Bulgaria", while the "Land Registry consists of lots of real estate" which allow for establishing, transferring, amending or terminating any real rights on real estate.
- The Civil Registration Act⁸ regulates and defines the purpose of the Civil Registry, provides with reference data indicating the subject of entries, as well as the events which result in an entry into the Civil Registry. The main events in this case are birth, marriage and death. Furthermore, the most relevant basic data entered into the Civil Registry pertains to name, date and place of birth, sex, citizenship and the unified civil number which is provided to Bulgarians and residents alike.

The current legislation in the field of e-Governance covers a number of legislative acts⁹, most essential of which are the Law on e-Governance, the Law on e-Documentation and e-Signature, Law on Electronic Communications, the Access to Public Information Act or the Law on Personal Data, among others.

The Law on e-Governance¹⁰, in force since 13 of June 2008, regulates the activities of administrative authorities when managing electronic documents, the electronic provision of administrative services and the exchange of electronic documents between administrative authorities. The law also applies to the activities of the officials performing public functions and of the organisations providing public services. For that matter, article 2 reinforced the 'Once-Only' principle present in national strategies, by stating that the public authorities" cannot require from the citizens and organisations to produce or to provide the data, which have already been collected or created; they must collect such data ex officio from the initial data administrator." The same article ensures citizens' access to their data, stating that "the initial data administrator shall provide access for the citizens and the organisations to all the information collected about them". Furthermore, the article 44, includes the requirement for uniform standards and rules, which serves as a guide to achieve interoperability by design, i.e. allowing any new registry to be interoperable with the existing ones, as well as ensuring that the existing registries are interoperable with each other.

⁶ http://lawdocuments.brra.bg/

⁷ http://www.cadastre.bg/zakoni/zakon-za-kadastura-i-imotniya-registur-izm-dv-br66-ot-26-yuli-2013g-izm-i-dop-dv-br49-ot-13-y

⁸ https://www.cpdp.bg/download.php?part=rubric_element&aid=1512

⁹ https://www.mtitc.government.bg/archive/page.php?category=486&id=3634

¹⁰ https://www.mtitc.government.bg/upload/docs/Zakon_EU.rtf

An amendment and supplement of the Law on e-Governance was made with Decree Nr. 214 from 1 of July 2016 of the President of the Republic of Bulgaria, through which the institutional framework of the e-Government in Bulgaria was changed by setting up a new e-Government Agency: the State e-Government Agency (SEGA).

The Law on e-Documentation and e-Signature¹¹, effective as of 7 October 2001, regulates electronic documents and electronic signatures, as well as the terms and procedures for providing certification services.

The **Law on Electronic Communications**¹² was adopted on 10 May 2007 and amended in December 2010. It regulates the public relations belonging to the provision of electronic communications. The Law defines electronic communications as "the conveyance, emission, transmission or reception of signs, signals, written text, images, sound or messages of any nature by wire, radio waves, optical or other electromagnetic medium."

The **Access to Public Information Act**¹³ was adopted 2000 and lastly amended in June 2016, transposing Directive 2013/37/EU amending Directive 2003/98/EC on the re-use of public sector information. The act regulates public relations concerning the right of access to public information and the right to re-use the public sector information.

One of the amendments to the **Access to Public Information Act** was the establishment of an open data portal of government information sets and resources¹⁴. Bulgaria has launched an **Open Data portal**¹⁵, first announced in September 2014, which serves as a single, central and public web-based information system that ensures the publication and management of information for re-use in an open, machine-readable format together with their metadata. By May 2017, 430 administrations have published 2121 sets of data in open format on the portal, with more administrations intending to join in these activities.

Finally, one of the most relevant legal constraints is related to data protection. The Bulgarian Commission for Personal Data Protection (GIODO)¹⁶ is the body responsible for supervising the protection of individuals' rights with regard to the processing of their personal data covered by the **Law on the Protection of Personal Data**¹⁷. In case of the breach of the Act, the Commission can impose fines ranging from 250 to 50 000 euro.

¹¹ http://www.crc.bg/files/_bg/ZEDEP.new.pdf

¹² http://www.crc.bg/files/_en/ZES_ENG.pdf

¹³ http://lex.bg/laws/ldoc/2134929408

¹⁴ http://www.aip-bg.org/en/legislation/Access to Public Information Act/101969/

¹⁵ www.opendata.government.bg

¹⁶ http://www.ceecprivacy.org/main.php?s=2&k=bulgaria

¹⁷ http://store.aip-bg.org/laws/PDPA.pdf

Organisational Interoperability

The Bulgarian draft national interoperability framework defines **base registries** as carriers of chronologically systematised information on events, effects, facts, processes. They are authentic and are the cornerstone of all public services. For the purpose of this analysis, the main base registries consist of registries holding civil, commercial, vehicle, property and land information.

The administration of base registries is handled by different public bodies in Bulgaria. The following table depicts the main base registries, the public administration bodies to which they belong and the master data type/s they handle:

Base Registry	Authority	Master Data
Civil Registry	Ministry of Regional Development and Public Works; Directorate General for Civil Registration and Administrative Services	PERSONAL DATA (NATURAL AND LEGAL PERSONS)
Land / Property Registry	Ministry of Justice; Registry Agency	LAND PARCELS BUILDINGS
Geodesy, Cartography and Cadastre	Ministry of Regional Development and Public Works; AGCC	MAPS
Vehicle Registry	Ministry of Interior Affairs; Control of Road transport	VEHICLES
Commercial Registry	Ministry of Justice; Registry Agency	BUSINESS

The administration of the specific base registries takes place at national level through their respective Ministries/Authorities. Coordination and sharing activities between base registries are concluded both at central level as well as decentralised levels. For some registries, data is gathered through local offices and forwarded to the national registries. This is evident for the Civil Registry¹⁸, where data is gathered and administered through local municipal offices.

The Cadastre and the Property Registry are created, maintained up-to-date and stored in a digital form in integrated information systems (IISCPR)¹⁹. The integration between the Cadastre and the Property Registry is due to the fact that the data is stored in an optimised digital way, hence enabling easy and rapid information exchange.

Regarding e-Governance and interoperability strategies and policies, their implementation, back in 2001, was initially coordinated by the Minister of Public Administration, supported by the Coordination Centre of Information, Communications and Management Technologies. Four years later, in 2005, this responsibility passed to the Ministry of Public Administration and Administrative Reform and the State Agency of Information Technologies and Communications. During the last 5 years the activities on e-Governance development were transferred to the Ministry of Transport, Information Technologies and Communications (MTITC)²⁰, while the policy in the field of providing administrative services, to the Council of Administrative

¹⁸http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/474395/IPOL-JURI ET(2013)474395(ANN01) EN.pdf

¹⁹ http://es.slideshare.net/geoskillsplus/digital-42967464

²⁰ https://www.mtitc.government.bg/index.php

Reform and the administration of the Council of Ministers.

The State e-Government Agency (SEGA)²¹, was established following the Electronic Governance Act in 2016 to be the current responsible for the policies, strategies, regulations and good practices in the field of electronic government. SEGA also manages central registries to meet the electronic government requirements and needs. The Agency is a successor of the "Electronic Government" Directorate with the Ministry of Transport, Information Technologies and Communications and the Executive Agency "Electronic Communication Networks and Information Systems".

²¹ <u>https://e-gov.bg/en/about_us</u> **Bulgaria**

Semantic Interoperability

When opening up data in base registries to other administrations, citizens and businesses, the data needs to be accessible, of quality, coherent and understandable. This could be set through information management policies, principles, rules or models.

The Bulgarian model of semantic interoperability is based on three registries:

- Registry of registries' and data, including a Commercial Registry, Property Registry, BULSTAT Registry and Registry of Property Relationships of Spouses.²²
- Registry of electronic services is a registry where Base and Operational certificates are published, together with issued and revoked Certificates for electronic services, and other information which is necessary to use.²³
- Registry of information objects is a registry where the single entry of the data, their multiple uses and the semantic interoperability between the various applied systems of the e-Government is realised ²⁴

Furthermore, semantic interoperability is based on two types of specific information resources:

- Resources providing morphological compatibility, such as nomenclatures, thesauri, ontologies, etc.
- Resources providing for syntactical compatibility, such as XML schema, models and schema of metadata, etc.

Furthermore, Bulgaria uses a number of standards in order to achieve interoperability, most of which can be retrieved from the Registry of Standards²⁵. These include Communication standards and procedures for the exchange, standards for Web Services, standards for data integration, standards for content management and definition of metadata, standards for user interfaces, standards for workstations, standards for internal organisation and work processes, standards for electronic identity management and standards for Information Security.

Bulgaria's administration uses uniform numbers in order to identify particular citizens, residents, businesses, settlements, etc.

- **ESGRAON**: is a national automated information system for administrative individualisation and registration of physical persons. It provides a uniform civil number (EGN), which is a 10-digit unique number assigned to each Bulgarian citizen or resident foreign national. It serves as a national identification number and is assigned to Bulgarians at birth, or when a birth certificate is issued. In the Civil Registry, the creation and maintenance of the civil status registries and registries of citizens is carried out through ESGRAON.
- **EKATTE**: It is the indexing code used by the Bulgarian National Statistical Institute to identify populated places and areas.
- **BULSTAT**: refers to the Unified Classification of juridical persons. It allocates a number, which essentially represents the VAT number, and is necessary to enable Bulgarian authorities to monitor and ensure correct tax filings, payments and similar procedures. BULSTAT is used by the Commercial Registry.

²² http://www.registryagency.bg/en/

²³ http://www.esign.bg/en/services/public-register/

²⁴ https://www.mtitc.government.bg/upload/docs/en_BUL__FRAMEWORK.pdf

²⁵ http://interoperability.egov.bg/web/guest/44

Technical Interoperability

Key levers for technical interoperability between base registries are used to provide access to the data through secure technical systems, infrastructures and common set of standards.

The main IT projects fostering interoperability in Bulgaria, are carried out by the public administration and monitored by the **Ministry of Transport, Information Technologies and Communications**²⁶. The main relevant systems and infrastructures are:

RegiX

RegiX²⁷ is a software infrastructure that enables the automated interconnections between multiple Bulgarian registries (currently 62), as well as information systems, in the form of machine-to-machine services. RegiX has been developed as part of the central e-government system. The environment for automated interconnections between registries is defined as a way of facilitating interaction between administrations, with the goal of providing integrated administrative services. This would lead to administrative authorities that provide public services, not to require citizens or organisations to provide more than once the data that the administration already has. Instead, they must collect it officially from the primary administrator of the data. Via RegiX, notification and request for data is done electronically and automatically as an internal electronic administrative service.

UEEED

A uniform environment for exchange of electronic documents (UEEED)²⁸ - manageable environment for standardised exchange of documents entered in the registry of information objects, between the information systems within the administration for the needs of e-Government. UEEED is the first solution for trusted environment for base registries connectivity.

The UEEED acts as the main integration component in the e-Government platform of the Republic of Bulgaria. Through it, e-documents are exchanged in XML format, containing unified and formalised data in the request-answer type communication between target groups in the system. Communication between the AIS (Automated Information System) and UEEED is achieved through a communication client (UEEED CC), using SOAP (Simple Object Access Protocol) messages.

UPAEAS

The unified portal for access to electronic administrative services (UPAEAS) - constitutes an entry point to the services delivered by electronic administrative service providers. The portal contains the following inventory:

- Component for Multiple Use of Input Data CMUID;
- System for monitoring progress indicators of e-Governance at the national and EU level;
- Internal portal for questions related to e-Governance, complete with news, useful links, documents, forums and other techniques for cooperative work;
- Software component for implementation into websites for two-way communication;
- A centralised system for ensuring decision-making with the participation of citizens and

²⁶ https://www.mtitc.government.bg/page.php?category=92&id=8710&print=yes

²⁷ http://regixaisweb.egov.bg/RegiXInfo/

²⁸ https://www.mtitc.government.bg/upload/docs/2016-01/BNIF_EN.pdf www.strategy.bg/FileHandler.ashx?fileId=6181

- businesses, in accordance with the democratic principles, which is integrated in the administrations;
- Software system for managing changes and controlling risk in the transition to e-Government conditioned work.

In the case of Bulgaria, the authorities administering the base registries are the owners of the data stored therein. In some instances, this data may be subject to opening in order to create open government data in the following formats: CSV, JSON, XML, XLS, MSWord, ZIP, XLSX, Excel, Arcgis XSL, etc.

Cross-border Interoperability

The European Single Market drives the needs for more cross border exchange of data. Next to initiatives on European Level, Member States sometimes are also involved in close cross border cooperation. Accordingly, Bulgaria is a member of EUCARIS²⁹, and it is making use of the EUCARIS technology for information exchange based on the Road Safety Directive (2015/413/EU).

In Bulgaria, most information available for cross-border data sharing pertains to the sharing of personal data³⁰. The transfer of personal data outside of the European Economic Area shall only be permissible if the recipient state is able to ensure an adequate level of personal data protection in its territory. Data controllers, as data exporters, may not make their own assessment of whether or not the jurisdiction of the data importer provides adequate levels of protection in the case of trans-border dataflow. The assessment concerning the adequacy of the level of personal data protection in the recipient state shall be made by the Commission for Personal Data Protection.

Transfers outside of the EEA are also permitted if the standard conditions for trans-border dataflow are satisfied. Compliance with binding corporate rules does not constitute a permissible condition under the PDPA (Personal Data Protection Authority) for trans-border data flows.

²⁹ EUCARIS (European Car and Driving License Information System) https://www.eucaris.net/

³⁰ https://clientsites.linklaters.com/Clients/dataprotected/Pages/Bulgaria.aspx#transfer

E-Government Public Services making use of Base Registries data

Better access to data in base registries allows governments to deliver more efficiently public services in a user friendly and effective way. In Bulgaria the Central State portal³¹ provides access to the majority of epublic services and are accessible to all with the necessary credentials. Services to the citizens and businesses are based on life events and data in base registries often serve as input or output to these services.

A set of **common life events** that will result in inputs in a series of base registries are as follows:

- Land Registry³²: purchase/sale of real-estate,
- Civil Registry³³: birth/deceased of person,
- Tax Registry³⁴: change in income, change in assets,
- Commercial Registry³⁵: creation/dissolution of company.

For Bulgaria, one of the base prerequisites for using electronic services by citizens and business is the implementation of measures to stimulate the construction of broadband infrastructure in remote and sparsely populated places. Recent years have started to build up communications links with ultra-fast next generation access (NGA), with the plan of ensuring a link for each municipal administration as well as buildings of public institutions included in it.

In 2013, the main technical centre of e-Government saw its completion through upgrades to the main components of the single portal for access to electronic administrative services and single environment for exchange of electronic documents, i.e. the Central State Portal. In order to address the need for providing quality services, ensuring safe data and security of linkages in a fully protected environment, it is of the utmost importance to further **develop the primary and backup technical centres and reserve data centres**, perhaps by establishing a **government "cloud"**.

Furthermore, conditions for the normal functioning of primary electronic registries and access to them should be created. A specialised **Gateway will connect the Bulgarian environment of administrative services with other similar environments**, and it will support:

- Protocol compatibility with EU-requirements;
- Translation from EU-service specifications i BG-service specifications and vice versa;
- Control of execution of services, including those of a more complex type within the Bulgarian environment of administrative services.

Furthermore, e-payments will be promoted as the preferred way to pay for state and municipal taxes and services, to provide assistance to citizens and business with the payment of their duties and to create an instrument for administrations on provisional calculation of the value of a complex service before the mark is applied for by electronic means.

Bulgaria has made its e-Government public services accessible multi-modally. This implies accessibility

³¹ http://www.egov.bg/wps/portal/egov/home/

³² http://www.icadastre.bg/userRegistration2.aspx

³³ http://www.egov.bg/wps/portal/egov/services/civil-status

³⁴ https://inetdec.nra.bg/index.html

³⁵ http://www.brra.bg/Default.ra

via desktop, as well as a variety of mobile devices (IOS, Android and Windows)³⁶.

Additionally, the fees for the reuse of public sector information held by public bodies should not exceed the material costs for its reproduction and provision³⁷. When the information is held by the other organisations, the **fee should not exceed the costs for its collection, production, reproduction and dissemination**, together with a reasonable return on investment. The fees will be determined in line with objective, transparent, and verifiable criteria, determined by a methodology that was adopted by the Council of Ministers. A tariff will be adopted by the Council of Ministers for all public bodies except municipalities, as the latter will elaborate their own tariffs.

³⁶ <u>https://joinup.ec.europa.eu/community/epractice/news/bulgaria-expands-electronic-information-exchange</u>

³⁷ http://www.freedominfo.org/2015/12/bulgarian-assembly-amends-access-to-information-act/ **Bulgaria**ABR Factsheet 2018 [page 15]