

eSafe

Directions for 2003-2004

Discussion Paper

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eSafe Directions for 2003-2004

1 INTRODUCTION

The eSafe Programme provides funding for activities to deal with illegal and harmful content, as part of a coherent approach by the European Union.

eSafe is an extension of the Safer Internet Action Plan which ended on 31 December 2002, and allows activities to continue for a further two years. eSafe aims to ensure more extensive interfacing with national programmes and actions, improved exchange of information and best practice between Member State activities as well as between the action lines of the programme.

The coverage of eSafe will extend to new online technologies, including mobile and broadband content, online games, peer-to-peer file transfer, and all forms of real-time communications such as chat rooms and instant messages. Action will be taken to ensure that a broader range of areas of illegal and harmful content and conduct of concern are covered, including racism and violence. eSafe will progress towards integrated trans-national networks, encouraging stronger ties with national initiatives, providing a platform for exchanges and a framework for effective co-operation.

2 BACKGROUND

Analysis of the situation

By far the greatest use of Internet and new online technologies is for constructive informational or recreational purposes. This use will increase and diversify. However the use of the same technologies to spread illegal and harmful content will also increase and diversify at the same time.

There is continuing public concern about illegal and harmful content on the Internet, but also increasing activity at national level. Use of the Internet by paedophiles to contact children for online or offline sexual activity is a cause for increasing anxiety.

Types of *illegal* content or conduct include not only distribution of child pornography or racist material, but also use of computer networks and technologies to facilitate other offences.

Harmful content may either be content which is defined as such by law and so made subject to measures intended to restrict access by minors, or quite simply content which individual parents do not wish their children to see.

Most people would agree that children should not be exposed to content which is harmful to them. Such widespread agreement still leaves considerable room for discussion about what content is actually harmful for children of a particular age, who should decide on the general rules which content providers should observe and who should decide on the application of those rules.

In a given age group there will be children who may react differently to depictions of sexual activity or violence. Different parents will take different approaches. It is also an area where national approaches seem to vary considerably.

The European Union has been a frontrunner in the fight against illegal and harmful content since 1996, with an approach agreed unanimously by the European Parliament

and the Council. The recent Council Framework Decision on combating the sexual exploitation of children and child pornography, which includes common definitions of sexual crimes against children and harmonises the range of penalties which national courts can impose on offenders, is an example of successful action at this level.

The Safer Internet Action Plan has been a major element in the Community's activity in the field. Considerable progress has been made in various methods of dealing with illegal and harmful content. More details can be found under the relevant action line descriptions.

eSafe is designed to facilitate practical measures where Community financial support is appropriate and effective, not requiring a change in the law to meet a need for enhanced co-ordination and support, for exchanging information, spreading best practice and fostering widely accepted codes of conduct.

What's different in *eSafe*?

- i. Enhanced networking will be encouraged through a Safer Internet Forum among all those active in the field in Member States and between project participants in the various action lines, particularly in the fields of hotlines, awareness-raising, content rating and self-regulation;
- ii. More active involvement of the content industry and media will be encouraged, and collaboration with government-backed bodies active in the area will be expanded;
- iii. Steps will be taken to involve associate candidate countries in ongoing activities and to share experience and know-how, and to increase links and encourage collaboration with similar activities in third countries and with international organisations;
- iv. The coverage of safer use will be extended to new online technologies, including mobile and broadband content, online games, peer-to-peer file transfer, and all forms of real-time communications such as chat rooms and instant messages;
- v. Action will likewise be taken to ensure that a broader range of areas of illegal and harmful content and conduct of concern are covered, including racism and violence, and to promote awareness of issues related to data protection/privacy, network and data security and consumer protection in so far as they affect the use of the Internet by minors.

3 SCOPE OF THE PROGRAMME

The programme comprises the following action lines:

Action line 1 Creating a Safer Environment

1.1 Creating a European network of hot-lines

1.2 Encouraging Self-regulation and codes of conduct

Action line 2 Developing filtering and rating systems

2.1 Benchmarking of Filtering software and services

2.2 Encouraging User-friendly content rating

Action line 3 Raising Awareness

3.1 Setting up a broadly-based European Network

3.2 Applied sociological research

Action line 4 Programme support

Approach

The general approach taken will be to enhance networking of, and information sharing among, those active in the field, while building on and strengthening achievements under the previous Safer Internet Action Plan. Actions based on facilitating co-operation and providing financial support to projects will take account of the global nature of the Internet by reaching out to candidate countries and to major players in third countries.

Co-operation

The open method of co-operation (OMC)¹ will be used to set out common guidelines and objectives and lay down monitoring procedures and, where appropriate, benchmarks based on agreed indicators.

The OMC involves the following aspects:

- Establish guidelines for the hotlines and awareness nodes with specific timetables for achieving the objectives in short, medium and long term. Objectives are set in co-operation with the European Commission.
- Establishing quantitative and qualitative indicators and benchmarks, tailored to the needs of different Member States and sectors, as a means of comparing best practice.
- Translating these European guidelines into national policies by setting specific targets and adopting measures, taking account of national and regional differences.
- Periodic monitoring, evaluation and peer review organised as mutual learning processes.

¹ http://europa.eu.int/eur-lex/en/com/cnc/2001/com2001_0428en01.pdf (p. 21 –22)

The aim of the OMC is to improve the quality of the projects, to improve European co-ordination and define a structure of good practice in the safer Internet area.

Financial support to projects

The choice of financial instruments will be a mixture of cost-shared projects, where a broad skills mix and range of partners are required, and fully funded projects, both service contracts and Accompanying Measures, for tasks involving specialist skills and logistical support, particularly to cover the additional costs of cross-border co-operation, networking, dissemination and awareness activities. The standard EC procedures will apply for selecting and managing these projects (calls for proposals, calls for tenders).

Accompanying Measures typically address co-ordination, exchange of best practice, awareness and dissemination activities. They will be characterised by a flexible funding scheme ranging from 50% to 100% of the total cost depending on the type of action.

eSafe will emphasise networking to achieve its objectives, particularly in the area of hotlines, where a network already exists, and awareness, where a new network will be set up. In order to ensure coverage of all Member States and of candidate countries joining the programme, national nodes will be able to make individual applications to join the network. A specific node will be charged with co-ordination.

Candidate countries

Negotiations are under way with candidate countries. They may not however be able to make the necessary arrangements to participate early in the programme. The continuous submission scheme will provide an opportunity for organisations from candidate countries to apply for funding .

Furthermore, operations targeting candidate countries, such as making provisions for EEA organisations to encompass such countries (e.g. hotlines established in EU countries providing mentoring, mobility and technical assistance such as establishing contacts and stimulating awareness etc) will be encouraged.

4 ACTION LINE 1 CREATING A SAFER ENVIRONMENT

Creating a European network of hotlines

4.1.1 Progress to date

Hotlines for reporting harmful and illegal content now exist in 13 Member States and Iceland, forming an EU hotline network under the umbrella of the INHOPE organisation, which also has associate members in the US and Australia. Between Dec. 2001 and May 2002 INHOPE members have processed more than 35.000 reports.

4.1.2 Objective

Preliminary consultation has shown that Law Enforcement Agencies (LEAs) appreciate and benefit from the input and support of hotlines. Throughout the consultation process there was strong support from LEAs for hotlines provided that they are 'official' (recognised by Member States), with clear responsibilities and follow agreed protocol and procedures. There is a need to develop a stronger framework for co-operation addressing issues surrounding the national status and

legal operation of a hotline, recognised tasks of a hotline, code of conduct addressing anonymity, protection of confidential data, integrity of personnel etc. National LEAs considered that the Commission could provide a platform for further discussions at European level, to increase effectiveness of co-operation.

During eSafe, the two main aims regarding hotlines are to:

- expand the existing network of national hotlines, in particular establishing new hotlines in those countries where none exists at present;
- establish a strong co-ordinating framework, including provision of key services, so that a coherent and cohesive European-level approach to hotlines can be established for implementation at national level.

4.1.3 Establishing hotlines in the member and candidate states

In order for the hotline network to develop its full potential, it is necessary to ensure Europe-wide coverage and co-operation, and increase effectiveness through exchange of information, best practice and experience.

1. New hotlines are required in those EU and candidate countries where none currently exists.
2. These must be incorporated quickly and effectively into the existing European network of hot-lines.
3. Links between this network and hot-lines in third countries should be promoted, enabling the development of common approaches and transfer of know-how and best practice.
4. Existing mechanisms for co-operation between the national hot-lines and LEAs must be further improved.
5. There is a need for legal and technical training of hotline staff.

A standardised set of tasks and performance indicators will be used, in order to ensure comparability and to simplify project management and reporting. Active participation in networking and cross-border activities is mandatory. The hotline national nodes will be required to:

- establish, if necessary, and operate a hotline to receive information from the public relating to illegal content
- inform users of the hotline's scope of activity and how to contact it
- deal rapidly with complaints received, in accordance with best practice guidelines drawn up by the network and in co-operation with LEAs
- exchange specific information on identified illegal content in real time with other nodes of the network
- establish regular reports and consult with representative industry, user and public bodies
- provide statistics on the number and type of reports received in order to quantify the scale and type of the problem, public perceptions and how these vary throughout Europe
- in co-operation with LEAs, monitor success of operations by reporting instances of withdrawn content

- contribute to cross-border discussions and exchange of best practice

Hotlines should be linked to Member State initiatives, approved and supported at national level and should be financially viable to ensure continued operation beyond the duration of the present programme.

Note that within this document “national” refers to activities within Member States, as distinct from those at European level. It is, of course, for Member States to decide how best to implement actions within their country in accordance with specific national and regional requirements and policies.

In addition, where permitted by their charter, **hotlines will be encouraged to extend their scope** beyond child pornography to include other harmful and illegal content and conduct, and to extend their coverage to new online technologies. Hotlines will also be encouraged to evolve into help-lines to offer advice and information to users on available methods to avoid harmful content.

Community funding is provided to cover **the additional cost of participating in the network**, to encourage hotlines in countries, including candidate countries, where they do not yet exist and to encourage hotlines to take on additional tasks. The Commission will ensure close co-operation between eSafe and ongoing and upcoming funding programmes in the area of Justice and Home Affairs.

4.1.4 Hotline network co-ordination

In order to achieve maximum impact and effectiveness with available funding, the hotline network must operate as efficiently as possible. This can be best achieved by assigning a co-ordinating node to the network, who will develop a European-level operational strategy, guidelines, working methods and practices. With the logistical support of the co-ordinating node, the national hotlines will be free to concentrate on local implementation of the strategy and their core task of receiving and acting on reports of illegal and harmful content, in close co-operation with LEAs.

The co-ordinating node will:

- provide overall management, administrative and logistical support
- promote the network as a whole in close co-operation with awareness actions, generating European-level visibility e.g. a single identity and entry point providing simple access to the appropriate national contact
- organise regular exchange of information and experience between hotlines
- provide a pool of expertise for advice to start-up hotlines, particularly in candidate countries
- ensure close liaison with hotlines in third countries
- in conjunction with LEAs, draw up best practice guidelines for hotlines to act as appropriate on information received e.g. model co-operation agreements with police forces,
- strengthen links with other action lines by following and reporting on progress and developments
- manage collection and exchange of statistical information and contribute to awareness-raising activities

- participate in Safer Internet Forum and other relevant events, co-ordinating input/feedback from hotlines

Monitoring effectiveness of hotlines and collecting accurate and meaningful statistics on their operation (number of and type reports received, action taken and result etc.) is a critical task to quantify and qualify the extent of the problem, providing key information to decision makers. It will also provide a key input into awareness actions providing valuable feedback of the state of awareness in a given country. A close working relationship between the hotline co-ordinating node and the awareness co-ordinating node (see section 6.1) is essential to ensure the cohesion and effectiveness of overall programme operations.

4.1.5 Implementation

Co-funding will continue to be made available to support the activities of national hotlines and to encourage participation in activities at European level:

- Hotlines which have already benefited from Community funding will be eligible for funding to 35% of their allowable costs; appropriate incentives will be given to provide staff time for participation in central network activities.
- 50% of allowable costs will be available for new hotlines and existing hotlines which expand their scope by taking on additional tasks such as help-line activities, extending to new technologies etc.
- Considering the European nature of the task, the specialised support infrastructure to be provided and the requirement for particular skills, the Commission is prepared to fund the co-ordinating node up to 100%.

A call for proposals will be published under the continuous submission scheme to allow **hotline national nodes** to apply for funding. A fixed deadline call for the **hotline network co-ordinating node** will be launched early in the programme.

Encouraging self-regulation and codes of conduct

4.1.6 Progress to date

During the period up to February 2004, the existing selfregulation.info (www.selfregulation.info) project run by PCMLP, the Oxford University Programme for Comparative Media Law and Policy, will be continuing its collection and analysis of self-regulatory and co-regulatory schemes and codes of conduct / best practices in the Internet and, for comparison, other relevant areas such as e-commerce, film and video, broadcasting, press and advertising codes. The geographical scope includes Member States and candidate countries, together with a number of third countries. The project makes such codes/practices available and provides advice and assistance on request to bodies on developing, implementing and monitoring codes of conduct.

4.1.7 Objective

A fully functioning system of self-regulation is an essential element in limiting the flow of harmful and illegal content. There is a continuing need for Community work in this area. Under this action the intention is to build on preliminary work undertaken within the Safer Internet Action Plan in order to encourage implementation of codes of conduct within the European Internet and new media industries.

During *eSafe* advice and assistance will continue to be provided so as to ensure co-operation at Community level through networking of the appropriate bodies within Member States and candidate countries and through systematic review and reporting of relevant legal and regulatory issues, to develop comparable assessment methodologies of the self-regulation framework, to help adapt self-regulatory practices to new technology by providing information on relevant developments in such technology and the way it is used, to provide practical assistance to countries wishing to set up self-regulatory bodies and to expand links with self-regulatory bodies outside Europe.

4.1.8 Implementation

The Safer Internet Forum will be a key instrument, providing a focal point for discussion at expert level and a platform to drive consensus, inputting conclusions, recommendations, guidelines etc. to relevant national and European channels.

The Forum will span all action lines, facilitating discussion and stimulating action relevant to harmful and illegal content. Consisting of plenary sessions and working groups, it will be a meeting place for actors from all areas – including government agencies and programmes, industry, other services within the European Commission, user organisations (e.g. parent and teacher associations, child protection groups, consumer protection bodies). The Forum will provide an opportunity for people active at national level, especially those involved in Member State programmes and initiatives, to exchange views, information and experience.

The Safer Internet Forum will have the specific objectives of:

1. Stimulating networking of the appropriate structures within Member States and developing links with self-regulatory bodies outside Europe
2. Increasing knowledge of national and international legal issues surrounding illegal content and the use of Internet and the scope for legislative, co- and self-regulatory measures
3. Stimulating consensus and self-regulation on issues such as quality rating of websites, code of conduct for service providers, cross-media content rating and extending rating and filtering techniques beyond the Internet to other areas such as mobile phones and online games
4. Examining the role of self-regulation in protection of minors, including where appropriate consumer protection, data protection/privacy, network and data security
5. Identifying means e.g. an approved ISP accreditation certificate, to ensure uptake of codes of conduct by industry

Working groups will be convened for specific issues, with clear objectives and deadlines. Results and findings from ongoing and completed projects of the Safer Internet Action Plan will feed into the process. Thus, the Forum will provide a key link between *eSafe* and the previous Safer Internet Action Plan, as well as between the *eSafe* action lines. By providing an open platform, it will help to raise levels of awareness and attract the involvement of the candidate states and other countries outside the EU, providing an international arena to address a global problem. The Forum will, therefore, ensure that key associations, industries and public bodies are aware of, are consulted on and contribute to safer use initiatives within the EU and internationally.

Suitable national representatives will be identified in each Member State, after appropriate consultations with the programme committee and other relevant authorities. The national representatives in the Safer Internet Forum are not intended to replace official national representatives e.g those on the Programme Committee. They will act as key partners of the Commission for issues related to safer use of new online technologies. National participants will ensure that the Commission and other Member States are kept aware of national policy initiatives and examples of best practice.

The Safer Internet Forum will be open to participation of interested parties from outside the EU and candidate countries. International co-operation will be enhanced by a round table linked to the Forum in order to ensure regular dialogue on best practice, codes of conduct, self-regulation and quality ratings. The Commission will ensure that synergies with related fora and similar initiatives are fully exploited.

A call for tenders will be organised in order to provide a secretariat to support the Safer Internet Forum including, where appropriate, subject-field experts to prepare working papers for discussion.

5 ACTION LINE 2 DEVELOPING FILTERING AND RATING SYSTEMS

To promote safer use of the Internet, illegal and harmful content must be easy to identify. Rating and filtering systems can help empowering users to select the content they wish to receive. Ratings may be attached by the content provider or provided by a third-party rating service. Filtering and rating systems must be internationally compatible and interoperable and developed with full co-operation of representatives of industry and users.

Significant progress has already been made (see below). The next step is to improve information about the reliability of existing rating and filtering systems and to examine additional needs created by new technologies, to increase adoption of content self-rating by industry and to increase the awareness and confidence of parents and other users to boost uptake.

This work should take into account user needs, by establishing the concerns of parents, teachers and other supervisors about content which they may wish to filter out, analysing different ways of using the Internet and other information technologies and suggesting ways of adapting filtering and rating techniques accordingly.

This action line consists of two parts:

- Benchmarking filtering software and services
- Encouraging user-friendly content rating

Benchmarking filtering software and services

5.1.1 Progress to date

13 projects which will improve the reliability of existing technology are being co-funded in the area of content rating and filtering. Synergies between projects been identified leading to considerable cross-fertilisation and sharing of results. A standard allowing the exchange of filter-lists between systems has been developed.

5.1.2 *Objective*

The objective of this action is to provide funding to allow an expert, vendor-independent, objective assessment of the filtering software currently available and to make recommendations for future products and lines of applied research. This is necessary to increase users' confidence in filtering systems, not to mention increasing their awareness of the filtering possibilities. Work will focus on benchmarking of filtering software and services considering performance, usability, suitability for European users and new forms of digital content. Special attention will be paid to new technologies, especially mobile phones which is a medium growing in popularity with young people and where technological advances are likely to enable increasingly content-rich services.

The organisation(s) carrying out the benchmarking will be expected to identify special issues relating to new or immature content technologies and recommend areas which should be targeted by future research. The final report on benchmarking should be prepared with a view to widespread dissemination, via the awareness actions.

5.1.3 *Implementation*

A call for tenders will be launched to select an appropriate entity to carry out the work. In order to ensure a comprehensive analysis of all relevant issues, it is anticipated that the assessment will feature two evaluation campaigns over a two year period.

Assistance for advancing filtering technology will be provided under the Community research programme in close liaison with activities relating to content filtering under eSafe.

Encouraging user-friendly content rating

5.1.4 *Progress to date*

The International Content Rating Association (ICRA), which received funding under the Safer Internet Action Plan, has produced a content rating system suitable for EU and international needs. Content providers rate the content on their own sites. Parents are free to set acceptance criteria according to their personal and cultural preferences and beliefs.

5.1.5 *Objective*

The issues of rating and self-regulation/codes of conduct are linked and none can progress significantly without the existence of the others. This action line aims to bring together the industries and parties concerned such as content providers, regulatory and self-regulatory bodies, software and Internet rating organisations and consumer associations, in order to further the implementation of rating systems which are easy for content-providers and consumers to understand and to use.

The rating systems should provide European parents and educators with the necessary information to make decisions in accordance with their cultural and linguistic values, and which take account of the convergence of telecommunications, audio-visual media and information technology.

A system of visible "quality-site labels" for Internet Service Providers will be encouraged to assist users in identifying providers that adhere to widely recognised

codes of conduct together with self-regulatory initiatives to back-up the reliability of self-labelling and services to audit the accuracy of self-rating labels.

The issue of comparative content rating systems in the various media (television, film, interactive games, Internet) and different forms of transmission will be examined as part of the work of the Safer Internet Forum.

5.1.6 Implementation

The selfregulation.info project has been given the task of proposing methods for implementing the distribution of quality labels. An international conference will take place in early 2003 which will be open to all interested parties to tackle the issues involved in certification in the various media sectors and to see if there is a consensus on the way forward. If consensus is reached, a pilot scheme will be implemented during 2003 to gather practical experience.

Based on the experience gained with the pilot scheme, a call for tenders for running a more widespread scheme will be published. Such an operation would receive full Community funding in the start-up period but a more permanent source of finance to cover costs in the long term would be required.

6 ACTION LINE 3 RAISING AWARENESS

Setting up a broadly-based European network

6.1.1 Progress to date

Awareness projects have produced valuable information on the way children use the Internet, provided insight into the best way to deliver the message about safer use and produced educational material. A large number of national and European awareness programmes exist, using various techniques and approaches. Altogether 12 projects covering 16 of the 18 EEA countries have taken part in projects establishing contacts and collaborative networks to raise awareness with partners from the public sector and NGOs and limited participation of industry.

6.1.2 Objectives

Awareness is the necessary complement of Action lines 1 and 2, since developments under these action lines will bear fruit only if actual and potential users are aware of them. Given the huge potential target audience for awareness actions (government ministries and regulators, parents, teachers and their associations, child-welfare groups) and the relatively small amount of funding available, eSafe will help to cluster, co-ordinate and leverage national initiatives in order to achieve added value and a broad campaign with maximum effect.

Building on awareness work already undertaken, the emphasis of eSafe is on outputting and disseminating the message regarding safe use of the Internet. eSafe will provide strong co-ordination, via national nodes, of awareness actions and programmes in each Member State. A co-ordinating node will be funded to provide overall co-ordination of, and logistical support to national nodes, ensuring high European-level visibility of an effective awareness campaign implemented at national level. In particular, there is considerable scope for co-ordinated exchange of experience and best practice considering, for example, issues such as the most appropriate medium (press, TV, radio etc.) for a given country or sector.

Awareness actions will not be restricted to the issue of Web content considered unsuitable for children, but may address several categories of harmful content (including e.g. xenophobia) as well as new forms of interactive information and communication brought about by the rapid deployment of the Internet (e.g. mobile and peer-to-peer services, broadband video, instant messaging, chat-rooms, etc.).

6.1.3 *National awareness actions*

Effective safer Internet awareness raising is most cost-effective when organised on a national basis, but co-ordinated at European level. The intermediate evaluation report (europa.eu.int/information_society/programmes/evaluation/pdf/report1iap_en.pdf) called for greater co-ordination both within countries as well as between countries. To address these comments, eSafe will focus on co-ordinating actions using the Open Co-operation Method to set out common guidelines, methods, monitoring procedures and benchmarks based on agreed indicators.

In order for the awareness campaign to achieve its full potential, it is necessary to ensure Europe wide coverage. Therefore, it is a priority **to establish an awareness node in all Member States** and in candidate countries. National nodes will need the strong support of national authorities. For maximum visibility, nodes should co-operate to present a single European identity. A 'global' awareness message, localised for national implementation to suit, for example, national linguistic and cultural preferences, is required.

National nodes will be expected to:

- establish and maintain a partnership (formal or informal) with key players (government agencies, press and media groups, ISP associations) and actions in their country relating to safer use
- bring national actions together to devise a cohesive, hard-hitting and targeted awareness campaign using the most appropriate media, taking into account best practice and experience in other countries
- plan and co-ordinate national events, seminars, information days as appropriate
- develop and maintain a knowledge database containing information on technological, legal, regulatory and other developments in their country
- collect key national contacts to be added to a shared database of the key players world-wide
- provide a pool of expertise and technical assistance to start-up awareness nodes (new nodes could be 'adopted' by an more experienced node)

6.1.4 *Awareness network co-ordination*

To ensure maximum co-operation and effectiveness, a co-ordinating node will be funded to provide logistical and infrastructural support for national nodes, ensuring European-level visibility, good communication and exchange of experience so that lessons learnt can be applied on an ongoing basis (for instance by adapting awareness material).

The co-ordinating node should:

- provide overall management, administrative and logistical support, ensuring effective communication and exchange of information and best practice within the network
- manage collection, analysis and exchange of statistical information and feed back to local awareness-raising activities
- provide infrastructure for a single, comprehensive Web site with localised content (or local sub-sites as appropriate) including news snippets, articles, monthly newsletter in several languages as well as providing visibility for Forum activities
- participation in Safer Internet Forum and other relevant events, co-ordinating input/feedback from awareness network

6.1.5 Implementation

A call for proposals will be published under the continuous submission scheme to allow **awareness national nodes** to apply for 50% funding. Proposers will be required to demonstrate the support of national authorities.

Considering the European nature of the task, the specialised support infrastructure to be provided and the requirement for particular skills, the Commission is prepared to fund the co-ordinating node up to 100%. A fixed deadline call for the **awareness network co-ordinating node** will be launched early in the programme.

Applied sociological research

A call for proposals for 50% funding will be published to carry out applied sociological research involving all interested parties (e.g. education, official and voluntary children's welfare bodies, parents and teachers associations, industry, law-enforcement) into children's use of new technologies to identify educational and technological means for protecting them from harm. Work should include collection and analysis of existing results and studies across countries and age groups, considering and identifying national perceptions, beliefs, values and behaviour. Proposers should aim to cover gaps and weaknesses which emerge and extend the analysis to new technologies.

Additional actions

A Europe-wide survey on the issue of safer use of Internet and other new technologies by children will be carried out. This survey will provide reliable data from all Member States on public awareness of Internet safety, enabling evaluation of past action, and more importantly, providing ongoing projects with improved data to plan future campaigns. The results of the survey should also stimulate interest in the news media, providing additional visibility for the programme.

6.1.6 Implementation

The survey will be carried out through Eurobarometer, which is a regular opinion poll carried out by polling specialists on behalf of the European Commission across all Member States. A number of additional questions specific to the safer use of the Internet will be added to one of the regular surveys. A pool of experts in the safer Internet field will help analyse results.

7 ACTION LINE 4 PROGRAMME SUPPORT

7.1.1 Objective

This action line is used to fund general activities in support of the programme, including project reviews, studies and publications, conferences, seminars and meetings and final programme evaluation.

7.1.2 Implementation

Project-level reviews and strategic evaluation are an ongoing feature of the programme. It is obviously essential to make an in-depth evaluation in order to assess whether the objectives of eSafe have been achieved. An intermediate evaluation has already been carried out. A further evaluation at the four-year stage (end of the original Safer Internet Action Plan) will take place during the first half of 2003. This should provide useful input for planning activities beyond 2004. In order to fully assess the work carried out in the period 2003-2004, a final evaluation will be carried out at the end of eSafe.

In addition, some funding is available in support of international conferences, workshops and seminars, which are an essential to raise visibility and stimulate consensus at technical and regulatory level. Limited funding is also available for publications, surveys and service contracts in support of cross-action line activities.

8 OUTLINE SCHEDULE

The following schedule is indicative only and depends on the following prerequisite steps:

- Formal adoption of the programme (e.g. at the Telecommunications Council scheduled for late March 2003)
- Opinion of the programme committee following consultations of other DGs
- Commission decision regarding work programme and OJ notices of calls for proposals

Actions planned for 2003

- April Meeting of expert group(s) to prepare for Safer Internet Forum
- April Call for proposals for hotline and awareness co-ordinating nodes (fixed deadline)
- April Call for proposals for hotline and awareness national nodes (continuous submission)
- April Call for tenders (Encouraging Self-regulation & Codes of Conduct / Benchmarking Filtering Software & Services)
- June/July Meeting of Safer Internet Forum
- July Evaluation of proposals from fixed and continuous submission calls
- October Meeting of Safer Internet Forum expert group(s)
- December Contracts concluded following 2003 calls for proposals/tenders

Actions planned for 2004

- January Evaluation of proposals from continuous submission calls
- February Call for tenders (User friendly content rating)
- February Call for proposals for Sociological Research
- March Safer Internet Forum working group(s)
- April Meeting of Safer Internet Forum
- June Evaluation of proposals from continuous submission calls
- June Call for tenders (Final Programme Evaluation)
- October Safer Internet Forum Working Group(s)
- November Meeting of Safer Internet Forum
- November Contracts concluded following call for proposals/tenders
- December Contract concluded (Final Programme Evaluation)

Following the calls for proposals opened in 2003, in view of the annual nature of the budget, it may not be possible to fund all proposals selected as deserving funding for the full amount requested. In this case, a number of options are available:

- projects will only be funded up to the level available under the 2003 budget
- projects could be funded for 12 months, with a possible extension funded from the 2004 budget
- projects on a reserve list could be selected for funding from the 2004 budget

9 CALL OVERVIEW

Calls for Proposals	Type of Call Fixed/Continuous	Indicative Funding Rate	Indicative Budget
Hotline national nodes	Continuous (3 evaluations foreseen)	35-50%	2,700,000
Awareness national nodes	Continuous (3 evaluations foreseen)	50%	5,900,000
Hotline co-ordination node	Fixed	100%	600,000
Awareness co-ordination node	Fixed	100%	800,000
Sociological Research	Fixed	50%	500,000

Calls for Tenders	Indicative Budget
Encouraging Self-regulation & Codes of Conduct / (Safer Internet Forum)	600,000
Benchmarking Filtering Software & Services	600,000
User friendly content rating	300,000
Final Programme Evaluation	60,000

10 PROGRAMME OVERVIEW

Item	Safer Internet Action Plan (1999-2002)	eSafe (2003-2004)
Budget	25 mio euro over 4 years	13.3 mio euro over 2 years
Geographical Coverage	EU members states and EEA-EFTA countries	Progressive widening to encompass candidate countries. Encourage collaboration with third countries and international organisations
Technology Coverage	Focus on web content	Also mobile and broadband (esp. video) content, chat rooms and Internet messaging services, online games etc.
Subject Coverage	Focus on child pornography and protection of minors	Wider scope to encompass other types of illegal and harmful content (racism, violence etc.) and to promote awareness of related issues in the field of consumer protection, data protection/privacy, network and data security
Partner involvement	Strong involvement in projects of universities / research institutes and NGOs	Promote more active involvement of content industry and media, expand collaboration with government-backed bodies active in the field
Project structure	Several projects with limited trans-national visibility, no single access point for existing and upcoming information and awareness resources	Progress towards integrated network(s) with in-built awareness and dissemination mechanisms and central access point(s), combined with national focal points forming a Safer Internet Forum linked to an international Round Table
Programme structure	Distinct action lines	Closer links between action lines e.g. hotline and awareness activities, rating and self-regulation
Programme visibility	Limited awareness of programme outside direct participants	International workshops/seminars as a built-in programme component, to raise visibility and stimulate consensus at technical and regulatory level. Include measures to increase programme visibility among project tasks

11 ACTION LINES OVERVIEW

Item	Current Action Plan (1999-2002)	Second Phase (2003-2004)
Hotlines	INHOPE association; 13 hotlines covering 11 countries, plus (non-funded) associates in USA and Australia	Expand to other EU/EFTA countries; reach out to candidate countries; strengthen international links.
Support for self-regulation	Advice to self regulatory bodies on codes of conduct (IAPCODE contract)	Networking of the appropriate structures within Member States through a Safer Internet Forum, expand links with self-regulatory bodies outside Europe supported by an "observatory" for legal/regulatory and technology/market watch. Examination of role of self-regulation in protection of minors, including consumer protection, data protection/privacy, network and data security
Parental control technology (rating and filtering)	5 rating and filtering projects (1999 call), 8 new projects (2001 call)	Focus on benchmarking of filtering software and services (performance, usability, suitability for European markets and new forms of digital content). Technical developments placed within Community research programmes. Work on rating to take account of convergence.
Awareness	9 awareness projects, Safer Internet awareness exchange; 2002 call will aim to progress towards an integrated network of national focal points	<p>Continue setting up European network for raising awareness of safer use of the Internet and new online technologies through exchange of best practice on new-media education, backed by</p> <ul style="list-style-type: none"> - a comprehensive transnational repository (web portal) of information and awareness resources - applied sociological research into children's use of new technologies to identify educational and technological means for protecting them from harm. <p>The network will also provide assistance to candidate countries wishing to set up awareness actions and expand links with awareness activities outside Europe.</p>
Support actions	Programme evaluation	More frequent international workshops and seminars, project-level and strategic evaluation an ongoing requirement

12 BUDGET OVERVIEW (2003 – 2004)

Action Line	Amount (000 euro)	Comment
1. Creating a safer environment		
1.1 <i>Creating a European network of hotlines</i>	3,300	Central network activities 100% funded; 300 keuro per annum, rest 50% funded
1.2 <i>Encouraging self-regulation and codes of conduct</i>	600	100% funded
Sub-total AL 1	3,900	
2 Developing filtering and rating systems		
2.1 <i>Benchmarking filtering software and services</i>	600	100% funded
2.2 <i>Encouraging user-friendly content rating</i>	300	100% funded
Sub-total AL 2	900	
3 Awareness		
3.1 <i>Setting up a broadly-based European network</i>	7,000	100% funded support for central network activities (800 keuro) and special measures in support of candidate countries (300 keuro), rest 50% funded
3.2 <i>Applied sociological research</i>	500	50% funded
Sub-total AL 3	7,500	
4. Programme support		
<i>Project reviews</i>	200	100% funded
<i>International conferences, seminars and meetings, including relations between EU-funded and national / international initiatives</i>	225	
<i>Studies in support of cross-action line activities</i>	200	
<i>Publications</i>	75	
<i>General requirements (proposal evaluations, final programme evaluation)</i>	300	
Sub-total AL 4	1,000	
Total	13,300	

ANNEX 1: RELATED EU PROGRAMMES

AGIS	Framework programme on police and judicial cooperation in criminal matters (AGIS) Council Decision of 22 July 2002. 2002/630/JHA OJ L 203, 01/08/2002 P. 5 - 8. Programme runs for the period 2003 to 2007 with a budget of EUR 65 million. Preceding programmes included STOP and STOP II. In 2000 the STOP programme co-funded an International conference on fighting child pornography on the Internet that following up the conference «Combating Child Pornography on the Internet» held in Vienna in 1999. This conference focussed on forensic international operative aspects of the phenomenon. The programme also funded the COPINE-project and a follow-on which analysed the behaviour of offenders collecting child pornography and the setting-up of an operational database of child pornography using automatic indexing and search systems.
DAPHNE	The Daphne Programme for the years 2000-2003 is a European Community preventive action programme to fight violence against children, young people and women. Violence is understood in the widest possible sense, from sexual abuse to domestic violence, from commercial exploitation to bullying in schools, from trafficking to discrimination-based violence against handicapped, minority, migrant or other vulnerable people. DAPHNE is funding a project on identifying victims of child pornography.
eCONTENT	The eContent programme, as part of the eEurope Action Plan, contributes to its third objective: “stimulate the use of internet” The eContent programme is aimed at supporting the production, dissemination and use of European digital content and to promote linguistic diversity on the global networks. The eContent programme is based on three main strands of action where EU added value can be maximised: Improving access to and expanding use of public sector information, Enhancing content production in a multilingual and multicultural environment, Increasing dynamism of the digital content market.
INFORMATION SOCIETY TECHNOLOGIES PROGRAMME (IST)	Information access, filtering, analysis and handling (IAF): The overall objective of IAF is to develop advanced tools and techniques for the management of multimedia content to empower the user. IAF further focuses on audiovisual content which today is streamed over the Web, CD or DVD, but which will also be available in the next years over enhanced TV, multimedia home platforms and wireless multimedia networks.
eLEARNING	The Commission has adopted the "eLearning" initiative to adapt the EU's education and training systems to the knowledge economy and digital culture. This initiative has four components: to equip schools with multimedia computers, to train European teachers in digital technologies, to develop European educational services and software and to speed up the networking of schools and teachers. Schools are one area in which awareness of illegal and harmful content and means of dealing with it are important. The network set up in the context of “Learning in the Information Society” will provide a channel for disseminating the content created for the Action Plan on promoting safer use of the Internet. Internet safety issues were discussed as part of the 2001 eSchola event organised by the European School Net.

ANNEX 2 : RELATED EU POLICY INITIATIVES

Recommendation on Protection of Minors and Human Dignity	The Recommendation offers guidelines for the development of national self-regulation regarding the protection of minors and human dignity. Self-regulation is based on three key elements: first, the involvement of all the interested parties (government, industry, service and access providers, user associations) in the definition of codes of conduct; secondly, the implementation of codes of conduct by the industry; thirdly, the evaluation of measures taken.
Communication on Computer Crime	The Commission has adopted a Communication - Creating a Safer Information Society by Improving the Security of Information Infrastructures and Combating Computer-related Crime COM(2000) 890 - which discusses the need for and possible forms of a comprehensive policy initiative in the context of the broader Information Society and Freedom, Security and Justice objectives for improving the security of information infrastructures and combating cyber-crime, in accordance with the commitment of the European Union to respect fundamental human rights. This announced a number of legislative and non-legislative initiatives..
Framework Decision on child pornography	Following the Decision on child pornography on the Internet, a measure under the EU "third pillar" (co-operation in justice and home affairs) which invites Member States to take a number of steps to increase the effectiveness of law-enforcement against child pornography on the Internet and to encourage collaboration between law-enforcement authorities of the Member States. The framework decision defines constituent elements of criminal law, common to all Member States, including effective, proportionate and dissuasive sanctions.
Communication on Network and Information Security	This proposes a European policy approach aimed at improving network and information security. It is based on an analysis of the need to supplement market solutions with policy actions. It lists a series of concrete policy measures, as was requested by the Stockholm European Council. The proposed policy should be seen as an integral element of the existing framework for electronic communication services and data protection and - more recently - cyber-crime policy.
Transparency Directive	Directive 98/48 provides for notification by Member States of new measures relating to information society services and a mechanism for dealing with possible objections by the Commission or other Member States.
Electronic Commerce Directive	Directive 2000/31/EC covers a number of legal issues of electronic commerce including commercial communications, electronic contracts, transparency requirements, liability of Internet intermediaries, and encourages adoption of codes of conduct.
Data protection / privacy	Directive 95/46 EC concerning the protection of individuals with regard to the processing of their personal data and the free movement of such data lays down rules on collection of personal data, information of the individual, rights of access and redress which apply to Internet users' data and the protection of their right to privacy when surfing on the Internet. Directive 95/46/EC requires appropriate technical and organisational measures be taken to secure data processed. This is in particular relevant to ensure and promote safer Internet. Directive 97/66/EC concerning the processing of personal data and the protection of privacy in the telecommunications sector also requires specific security measures. It guarantees the confidentiality of communications including e-mails and provides rules for directories and the use of e-mail for marketing. The Commission has proposed a Directive of the European Parliament and of the Council concerning the processing of personal data and the protection of privacy in the electronic communications sector, updating and replacing Directive 97/66/EC.
e-Confidence initiative	The need for a clear mechanism to help consumer confidence in electronic commerce was addressed by Commissioner Byrne in May 2000 by the launching of the e-Confidence initiative. The aim of this initiative is, by co-regulation, to establish standards for trustmark schemes across Europe that enable consumers to identify more easily which web sites they can trust

ANNEX 3: OTHER RELATED POLICY INITIATIVES

COUNCIL OF EUROPE	
<p>Convention for the Protection of Human Rights and Fundamental Freedoms</p> <p>Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data</p> <p>Convention on cyber-crime</p>	<p>Art 10 of the Convention provides that everyone has the right to freedom of expression. This right shall include freedom to hold opinions and to receive and impart information and ideas without interference by public authority and regardless of frontiers. Article 8 provides that everyone has the right to respect for his private and family life, his home and his correspondence. Certain exceptions prescribed by or in accordance with the law and necessary in a democratic society are laid down.</p> <p>Convention no 108. see also Recommendation No. R (99) 5 of the Committee of Ministers to member states for the protection of privacy on the Internet, with Appendix: Guidelines for the protection of individuals with regard to the collection and processing of personal data on information highways which may be incorporated in or annexed to codes of conduct.</p> <p>The Convention aims to facilitate the detection, investigation and prosecution of cyber-crime at both the domestic and international level, and to provide arrangements for fast and reliable international co-operation, It is open for signature by countries which are not members of the Council of Europe. The European Commission took an active part, as are the US, Canada and Japan. The Convention covers both substantive law (offences against the confidentiality, integrity and availability of computer data and systems and computer-related offences, and also child pornography) and procedural law (preservation, search and seizure and real-time collection of computer data and international co-operation including extradition and mutual assistance and a point of contact available on a 24 hour, 7 day per week basis).</p>
G8	
"Lyon Group"	10-point Action Plan, Washington Dec 1997. Institutes 24-hour contact point.
UNESCO	
Child pornography and paedophilia on the Internet	Innocence in Danger network set up following UNESCO conference in Paris on 18-19 January 1999 on child pornography and paedophilia, at which the Commission was represented, and an Action Plan was proposed for follow-up by members of UNESCO.