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**COMMISSION IMPLEMENTING DECISION**

**of 1.7.2025**

**on a standardisation request to the European standardisation organisations as regards a  
European Trusted Data Framework in support of Regulation (EU) 2023/2854 of the  
European Parliament and of the Council**

(only the English, German and French texts are authentic)

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## on a standardisation request to the European standardisation organisations as regards a European Trusted Data Framework in support of Regulation (EU) 2023/2854 of the European Parliament and of the Council

(only the English, German and French texts are authentic)

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) No 1025/2012 of the European Parliament and of the Council of 25 October 2012 on European standardisation, amending Council Directives 89/686/EEC and 93/15/EEC and Directives 94/9/EC, 94/25/EC, 95/16/EC, 97/23/EC, 98/34/EC, 2004/22/EC, 2007/23/EC, 2009/23/EC and 2009/105/EC of the European Parliament and of the Council and repealing Council Decision 87/95/EEC and Decision No 1673/2006/EC of the European Parliament and of the Council<sup>1</sup>, and in particular Article 10(1) thereof,

Whereas:

- (1) In 2020, the Commission published the European strategy for data<sup>2</sup>, proposing actions to boost Europe's global competitiveness and data sovereignty. It operationalised the vision of a European single market for data, amongst others by a governance framework for common European data spaces, prioritising interoperability requirements and standards within and across sectors.
- (2) The Staff Working Document on Data Spaces<sup>3</sup>, and the Second Staff Working Document on Data Spaces<sup>4</sup>, highlight the significant achievements over the past years in the development of sector- and domain-specific data spaces.
- (3) Regulation (EU) 2022/868 of the European Parliament and of the Council<sup>5</sup> is designed to harmonise the rules on reuse of certain categories of protected data held by the public sector and to facilitate data sharing by regulating data intermediation services providers as well as recognised data altruism organisations. It identifies three types of structuring players in common European data spaces for whom the European Trusted Data Framework will be particularly relevant, namely certain public sector bodies, providers of data intermediation services and data altruism organisations.

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<sup>1</sup> OJ L 316, 14.11.2012, p. 12, ELI: <http://data.europa.eu/eli/reg/2012/1025/oj>.

<sup>2</sup> Communication from The Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions — A European strategy for data (COM(2020)66 final).

<sup>3</sup> SWD(2022) 45 final

<sup>4</sup> SWD(2024) 21 final

<sup>5</sup> Regulation (EU) 2022/868 of the European Parliament and of the Council of 30 May 2022 on European data governance and amending Regulation (EU) 2018/1724 (Data Governance Act) (OJ L 152, 3.6.2022, p. 1, ELI: <http://data.europa.eu/eli/reg/2022/868/oj>).

- (4) Regulation (EU) 2023/2854 of the European Parliament and of the Council<sup>6</sup> aims to ensure fairness in the allocation of value from data among actors in the data economy. It promotes a balance between making data available and protecting the legitimate rights and interests of those who invest in data generation technologies. Additionally, it aims to stimulate a competitive data market, and open opportunities for data-driven innovation.
- (5) In the development of the standards, in particular insofar as personal data are the object of transaction, the rules on protection of personal data need to be observed, in particular Regulations (EU) 2016/679<sup>7</sup> and (EU) 2018/1725 of the European Parliament and of the Council<sup>8</sup> as well as Directive 2002/58/EC<sup>9</sup> of the European Parliament and of the Council.
- (6) Article 33(1) of Regulation (EU) 2023/2854 of the European Parliament and of the Council lays down essential requirements regarding interoperability of data, of data sharing mechanisms and services, as well as of common European data spaces. In accordance with Article 33(3) of that Regulation, the participants in data spaces that offer data or data services to other participants in data spaces which meet harmonised standards, or parts thereof, the references of which have been published in the *Official Journal of the European Union*, are to be presumed to be in conformity with the essential requirements covered by those harmonised standards or parts thereof. Pursuant to Article 33(4) of that Regulation, the Commission is to request one or more European standardisation organisations to draft harmonised standards that satisfy those essential requirements.
- (7) To facilitate fair, interoperable data sharing in the EU in support of AI systems, the application of the European Trusted Data Framework should be aligned with the data and data governance requirements of Article 10 Regulation (EU) 2024/1689 of the European Parliament and of the Council<sup>10</sup>.

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<sup>6</sup> Regulation (EU) 2023/2854 of the European Parliament and of the Council of 13 December 2023 on harmonised rules on fair access to and use of data and amending Regulation (EU) 2017/2394 and Directive (EU) 2020/1828 (Data Act) (OJ L, 2023/2854, 22.12.2023, ELI: <http://data.europa.eu/eli/reg/2023/2854/oj>).

<sup>7</sup> Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation) (OJ L 119, 4.5.2016, p. 1, ELI: <http://data.europa.eu/eli/reg/2016/679/oj>).

<sup>8</sup> Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data, and repealing Regulation (EC) No 45/2001 and Decision No 1247/2002/EC (OJ L 295, 21.11.2018, p. 39, ELI: <http://data.europa.eu/eli/reg/2018/1725/oj>).

<sup>9</sup> Directive 2002/58/EC of the European Parliament and of the Council of 12 July 2002 concerning the processing of personal data and the protection of privacy in the electronic communications sector (Directive on privacy and electronic communications) OJ L 201, 31.7.2002, p. 37–47, ELI: <http://data.europa.eu/eli/dir/2002/58/oj>).

<sup>10</sup> Regulation (EU) 2024/1689 of the European Parliament and of the Council of 13 June 2024 laying down harmonised rules on artificial intelligence and amending Regulations (EC) No 300/2008, (EU) No 167/2013, (EU) No 168/2013, (EU) 2018/858, (EU) 2018/1139 and (EU) 2019/2144 and Directives 2014/90/EU, (EU) 2016/797 and (EU) 2020/1828 (Artificial Intelligence Act) (OJ L, 2024/1689, 12.07.2024, ELI: <http://data.europa.eu/eli/reg/2024/1689/oj>).

- (8) Regulation (EU) 2024/1183 of the European Parliament and of the Council<sup>11</sup> establishes a European digital identity framework, providing harmonised electronic identification for natural and legal persons across the Union, which will be an important enabler for trusted data sharing.
- (9) The European Interoperability Framework, the initiative of the Commission for public sector interoperability, reinforced by Regulation (EU) 2024/903 of the European Parliament and of the Council<sup>12</sup>, provides free-of-charge interoperability solutions such as specifications and standards, for example regarding semantics. Such solutions can potentially also be applied in the private sector and therefore should be taken into account, as appropriate.
- (10) The official portal for European data, data.europa.eu, supports the implementation of data policies in Europe, offering interoperable solutions and standardised methods. Relevant elements of that work should be taken into account, as appropriate.
- (11) The Data Spaces Support Centre, a project funded under the Digital Europe Programme<sup>13</sup> and managed by a consortium of organisations active in data spaces and data sharing, is developing a set of guidelines, recommendations and specifications, known as the “Data Spaces Blueprint”, to support the development cycle of data spaces. Relevant elements of that work should be taken into account in drafting the new European standards and European standardisation deliverables.
- (12) The intention for the Commission to request the drafting of European standards and European standardisation deliverables in support of Regulation (EU) 2023/2854 is stated in point 10 of the table entitled ‘Actions for the development and revision of European standards or European standardisation deliverables supporting the digital transition’ of the 2024 annual Union work programme for European standardisation<sup>14</sup>. The creation of a European Trusted Data Framework in support of Article 33 of Regulation (EU) 2023/2854 is mentioned as one of the eight top priorities.
- (13) The standards to develop under this request should be limited to addressing aspects of data sharing that are of a horizontal, cross-sectoral nature. Due account should be taken of existing standards for data sharing in specific sectors and care should be taken to avoid overlaps.
- (14) The European standardisation organisations have indicated that the work covered by the request falls within their area of competence. It is therefore appropriate to request the European standardisation organisations to draft new European standards and European standardisation deliverables in support of Article 33 of Regulation (EU) 2023/2854.

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<sup>11</sup> Regulation (EU) 2024/1183 of the European Parliament and of the Council of 11 April 2024 amending Regulation (EU) No 910/2014 as regards establishing the European Digital Identity Framework (OJ L, 2024/1183, 30.04.2024, ELI: <http://data.europa.eu/eli/reg/2024/1183/oj>).

<sup>12</sup> Regulation (EU) 2024/903 of the European Parliament and of the Council of 13 March 2024 laying down measures for a high level of public sector interoperability across the Union (Interoperable Europe Act) (OJ L, 2024/903, 22.3.2024, ELI: <http://data.europa.eu/eli/reg/2024/903/oj>).

<sup>13</sup> Established by Regulation (EU) 2021/694 of the European Parliament and of the Council of 29 April 2021 establishing the Digital Europe Programme and repealing Decision (EU) 2015/2240 (OJ L 166, 11.5.2021, p. 1, <https://eur-lex.europa.eu/eli/reg/2021/694/oj>).

<sup>14</sup> Commission Notice C/2024/1364 (OJ C, C/2024/1364, 15.2.2024, ELI: <http://data.europa.eu/eli/C/2024/1364/oj>).

- (15) Harmonised standards should include detailed technical specifications of the essential requirements. They should also clearly indicate correspondence between technical specifications and the essential requirements they aim to cover. They should also be based on risk assessment and risk reduction methodologies and reflect the generally acknowledged state of the art.
- (16) In accordance with Article 10(5) and (6) of Regulation (EU) No 1025/2012, the Commission is to assess the compliance of documents drafted by the European standardisation organisations with its initial request and to publish the references of harmonised standards, where a harmonised standard satisfies the requirements which it aims to cover, and which are set out in the corresponding Union harmonisation legislation. That assessment requires information regarding which essential requirements are covered by a harmonised standard. Such information is also required to enable the Commission to publish the references of harmonised standards in the *Official Journal of the European Union* in accordance with Article 10(6) of Regulation (EU) No 1025/2012. The European standardisation organisations should therefore describe, in each harmonised standard, the extent to which it covers one or several essential requirements set out in Article 33(1) of Regulation (EU) 2023/2854.
- (17) The European standardisation organisations have agreed to follow the Guidelines for the execution of standardisation requests<sup>15</sup>.
- (18) In order to ensure transparency and to facilitate the execution of the requested standardisation activities the European standardisation organisations should prepare a work programme and submit it to the Commission.
- (19) In order to enable the Commission to better monitor the requested standardisation work, the European standardisation organisations should provide the Commission with access to an overall project plan containing detailed information on the execution of the standardisation request.
- (20) Experience shows that during the execution of the standardisation request, it may be necessary to adjust the scope of the request or the deadlines set therein. The European standardisation organisations should therefore promptly report to the Commission if they consider that more time is required to draft the standards or the standardisation deliverables than what was initially expected or that it is appropriate to adapt the scope of the request, in order to allow the Commission to take appropriate action.
- (21) In accordance with Article 10(3) of Regulation (EU) No 1025/2012, each standardisation request is subject to acceptance by the relevant European standardisation organisation. It is therefore necessary to provide for the rules on validity of this request if it is not accepted by European Committee for Standardisation or the European Committee for Electrotechnical Standardisation or the European Telecommunications Standards Institute
- (22) In order to ensure legal certainty as to the validity of the request after its execution, it is appropriate to provide for a date of expiry of this Decision.
- (23) The standards adopted in response to the standardisation request set out in this Decision may be subject to access to documents requests in accordance with

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<sup>15</sup> SWD(2015) 205 final of 27 October 2015.

Regulation (EC) No 1049/2001 of the European Parliament and of the Council<sup>16</sup>. In its judgement of 5 March 2024<sup>17</sup>, the Court of Justice recognised that there is an overriding public interest, within the meaning of Article 4(2) of Regulation (EC) No 1049/2001, justifying the disclosure of harmonised standards.

- (24) The European Data Innovation Board, established under Regulation (EU) No 2022/868, was consulted in accordance with Article 10(2) of Regulation (EU) No 1025/2012.
- (25) The measures provided for in this Decision are in accordance with the opinion of the Committee established by Article 22 of Regulation (EU) No 1025/2012,

HAS ADOPTED THIS DECISION:

*Article 1*  
*Requested standardisation activities*

The European Committee for Standardisation (CEN), the European Committee for Electrotechnical Standardisation (Cenelec) and the European Telecommunications Standards Institute (ETSI) are requested to draft new European standards and European standardisation deliverables listed in Table 1 of Annex I to this Decision in support of Article 33 of Regulation (EU) 2023/2854 by the deadlines set out in that Annex.

The European standards and European standardisation deliverables referred to in the first paragraph shall meet the requirements set out in Annex II.

CEN, Cenelec and ETSI shall provide the Commission with the titles of the requested European standards in all the official languages of the Union.

*Article 2*  
*Work programme*

1. CEN, Cenelec and ETSI shall prepare a joint work programme indicating all the European standards and European standardisation deliverables listed in Annex I, the responsible technical bodies and a timetable for the execution of the requested standardisation activities in line with the deadlines set out in that Annex.

The work programme shall include actions to be undertaken regarding the following:

- (a) to facilitate an appropriate representation and effective participation of the relevant stakeholders, including small and medium-sized enterprises and societal stakeholders, in the standardisation activities in accordance with Article 5 of Regulation (EU) No 1025/2012;
- (b) to ensure that the European standards and European standardisation deliverables are in conformity with Union data protection law, in accordance with Annex II;

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<sup>16</sup> Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents (OJ L 145, 31.5.2001, p. 43, ELI: <http://data.europa.eu/eli/reg/2001/1049/oj>).

<sup>17</sup> Judgment of the Court of Justice of 5 March 2024, *Public.Resource.Org and Right to Know v. Commission and Others*, C-588/21 P, ECLI:EU:C:2024:201, paragraph 85.

- (c) to take into account, as appropriate, the work of the Data Spaces Support Centre and the development of sector- and domain-specific common European data spaces, in accordance with Annex II;
  - (d) to take into account, as appropriate, the work of Interoperable Europe, in accordance with Annex II;
  - (e) to take into account, as appropriate, the approaches underlying the official portal for European data – data.europa.eu, in accordance with Annex II.
  - (f) to take into account, as appropriate, any standards of relevance to European Statistics, including the corporate reference data assets established by the European Commission<sup>18</sup>;
  - (g) to take into account the interrelation with standardisation developments related to Regulation (EU) 2024/1183;
  - (h) to take into account the interrelation with standardisation developments related to Regulation (EU) 2024/1689; and
  - (i) to take into account the interrelation with requirements arising from other Union or national law, in accordance with Article 33(1) of the Regulation (EU) 2023/2854.
2. CEN, Cenelec and ETSI shall submit the draft joint work programme to the Commission by 1 July 2025. CEN, Cenelec and ETSI shall inform the Commission of any amendments to the joint work programme.
  3. CEN, Cenelec and ETSI shall provide the Commission with access to an overall project plan.

*Article 3  
Reporting*

1. CEN, Cenelec and ETSI shall report every 6 months to the Commission on the execution of the request referred to in Article 1 indicating the progress made in the implementation of the work programme referred to in Article 2.
2. CEN, Cenelec and ETSI shall submit the first joint semestrial report to the Commission by 1 October 2025.
3. CEN, Cenelec and ETSI shall provide the Commission with the joint final report by 1 December 2027.
4. CEN, Cenelec and ETSI shall promptly report to the Commission any major concerns relating to the scope of the request referred to in Article 1 and the deadlines set in Annex I.

*Article 4  
Validity of the standardisation request*

Where, pursuant to Article 10(3) of Regulation (EU) No 1025/2012, CEN or Cenelec or ETSI indicate that they do not accept the request referred to in Article 1 of this Decision, that

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<sup>18</sup> Collection of corporate reference data assets (<https://op.europa.eu/en/web/eu-vocabularies/corporate-reference-data-list>)

request may not constitute a basis for the standardisation activities referred to in Article 1 of this Decision for the standardisation organisation concerned.

This Decision shall expire on 31 December 2027.

*Article 5*  
*Addressees*

This Decision is addressed to the European Committee for Standardisation, the European Committee for Electrotechnical Standardisation and the European Telecommunications Standards Institute.

Done at Brussels, 1.7.2025

*For the Commission*  
*Henna VIRKKUNEN*  
*Executive Vice-President*

