



Ministry of the Interior and  
Kingdom Relations

Annual Plan 2023

# Government Procurement Digitalisation in the Netherlands

Contributions to a transparent central government  
that effectively pursues its procurement objectives

Chief Procurement Office, April 2023





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# Management summary

As all central government organisations procure goods and services for their business operations, together they have tremendous procurement power that allows the government to make a substantial social impact. The Dutch central government intends to use this procurement power – with an annual spend of about 16 billion euros – to do good, for example by improving sustainability or social return. Reliable and up-to-date accountability and management information is key in monitoring the effectiveness of this procurement policy and enabling timely adjustments to be made. Digitalisation is a tool for meeting this information need in a faster and more accurate way than is currently the case.

Digitalisation of the Government Procurement System places special demands on implementation and execution, as government procurement is presently undergoing a transition: the phase-out of the central government-wide procurement system DigInkoop means that a relatively central organisation will be transformed into a decentralised system in which central government organisations choose their own procurement solutions. In the new situation, these procurement solutions use a number of central facilities, a central infrastructure and open IT standards. This makes it possible for central government to act as one in respect of outside parties and to offer suppliers an accessible and uniform experience when doing business with central government.

The Government Procurement System is a special system, as the individual government units are given substantial leeway in designing their procurement processes. From a legal point of view, Ministers are responsible for the business operations of their own ministries. At the same time, central government organisations see the need to operate as a single central government, which is also one of the cabinet's express wishes. This means that there is a need for autonomy and customisation

when designing procurement processes, as well as a need for consistency and unity. Digitalisation offers the opportunity to combine these seemingly contradictory wishes, creating 'unity in diversity' or 'managed diversity'.

A digital framework based on a few common central government-wide facilities and open IT standards allow a Government Procurement System to be set up that offers leeway and flexibility for central government organisations and also creates the desired unity. Some of the shared facilities that play a key role already exist – such as Digipoort – or are currently being developed. All central government organisations can connect to these facilities; in some cases this is already mandatory. The express choice for open IT standards in central government's procurement domain is a new development. International open infrastructure Peppol, which is globally gaining in popularity for the exchange of business information, is assigned a major role here.

The combination of central facilities and the relatively new but proven effective international Peppol infrastructure can be highly advantageous to central government and society. Digitalisation based on this standard yields many benefits for the business operations of both central government and suppliers, such as speed, accuracy, transparency and cost reduction in the procurement process. Moreover, the large quantity of procurement data can be used for faster and more effective management of the procurement process and to account for central government's procurement policy towards politicians and society.

The ideal situation that can be achieved with digitalisation based on these principles is as follows: government units use the procurement and financial software of their choice, tailored to their own unique requirements and procurement processes. In doing so, they avail themselves of the open standards and

infrastructure they need, which bring unity and interoperability both within central government and in relationships with suppliers. Open standards and the connection to an open network allow multiple software solutions to interact and provide a sound basis for uniformly structured procurement data. Central government organisations also use the central facilities that are currently being created as building blocks for digitalising the Government Procurement System.

This way, suppliers will experience central government's procurement processes as a single process, irrespective of the government unit they do business with. Suppliers are always subject to the same requirements when exchanging information, and communication during the procurement process always takes place in the same recognisable manner. Steps in the procurement process may also be extensively automated at both suppliers and central government organisations, such as automatically checking and linking an order, invoice and payment and automated communication on this topic between suppliers and central government organisations.

High-quality and uniformly structured procurement data gives central government the opportunity to generate accurate management and accountability information on demand and gain short-cyclical insight into central government's procurement behaviour, the expenses incurred and how these contribute to the cabinet's social objectives. This means that faster and more effective monitoring, management and adjustments

are possible at the process level and that actions can be justified in a faster and more accurate way at the political and administrative level.

These benefits cannot be achieved in any other way in the current Government Procurement System. The alternative to using shared facilities and the open standard of the Peppol network is not very appealing: the risk of an inextricable knot of incoherent applications, standards and facilities is more than real. That is why, on behalf of the Minister of the Interior and Kingdom Relations (who is responsible for the system), the Government Chief Procurement Officer (Government CPO) focuses on creating the digital framework for the Government Procurement System as set out in this Annual Plan.



# 1. Introduction

Central government annually procures goods and services with a total worth of approximately 16 billion euros. This procurement power allows the government to make a substantial social impact. Being the purchaser, central government can set requirements on suppliers and on the goods and services they provide, for example in terms of sustainability or social return. This makes procurement not just a matter of business operations – it is also a policy instrument for central government. Procurement decisions allow central government to contribute to the achievement of social objectives, i.e. to a sustainable, social and innovative country.

Procurement by central government has been decentralised in the Netherlands. As Ministers are responsible for the business operations of their ministries and the organisations that are part of it, ministries and central government organisations have a relatively high degree of autonomy in organising their procurement processes. At the same time, the cabinet wants central government to be a clearly recognisable organisation in society that operates in a uniform way.

The Government Procurement System was designed to also create unity in the decentralised procurement by central government. The system should strike a balance between the decentralised procurement responsibility of the Ministers and the cabinet's desire to act as a single central government in respect of outside parties. The Minister of the Interior and Kingdom Relations has a coordinating role in the Government Procurement System. This role has been delegated to the Government Chief Procurement Officer (Government CPO) of the Ministry of the Interior and Kingdom Relations. The Government CPO sets the frameworks for the Government Procurement System and is officially responsible for their proper operation.

The organisational structure of the Government Procurement System consists of twenty Procurement Execution Centres

## Government Procurement System 2.0

The improvement programme Government Procurement System 2.0 was launched in 2017 to further develop the Government Procurement System and deliver on the procurement vision. The Digitalisation programme is one of the five subprogrammes.

This programme has been converted into a Digitalisation portfolio now that digitalisation has been permanently embedded in the Government Procurement System.

The Government CPO of the Ministry of the Interior and Kingdom Relations has appointed a Government Procurement Digitalisation portfolio manager, who phrases the digitalisation ambitions for government procurement in consultation with all parties involved in the Government Procurement System.

This collaboration has formally been shaped as a Digitalisation portfolio as part of the ICIA, of which stakeholders from the entire Government Procurement System are members.

(*Inkoopuitvoeringscentra*; IUCs) and Specific Procurement Centres (*Specifieke Inkoopcentra*; SICs). Ministries also procure products and services for one another, which is known as 'category management'. This covers products and services that are often procured for central government as a whole (such as energy or office supplies), as well as the hiring of employees, such as agency workers. Because of the frequency and budgets involved, the ministries have agreed to subdivide these products and services into categories. One ministry is responsible for calling for tenders, contract management and justifying the work performed for the procurement category. The Ministers are

responsible for the lawfulness of the procurement activities in their category and for achieving the strategic and social goals applicable to their category. There are presently 22 categories in total, which are divided among the various ministries.

Strategic Supplier Management and Software Asset Management have also been set up for major software and telecommunications suppliers. The aim is carve out a perfect position for central government towards the suppliers SAP, Microsoft, Oracle, KPN and IBM and pool central government's negotiation and procurement power. An interdepartmental customer council represents the ministries in their capacity as customers and lists their wishes and needs.

The Government Procurement System is adjacent to two other domains: the tendering domain and the financial domain. In the tendering domain, central government launches tendering procedures in which suppliers can submit tenders. Once a contract has been concluded with a supplier, orders have been completed and deliveries have been made, payment for goods and services is made in the financial domain, i.e. in the accounts departments of the central government organisations. The coordinating Ministers of the adjacent domains are the Minister of Economic Affairs and Climate Policy and the Minister of Finance.

## Government Procurement Digitalisation

Digitalising and automating procurement processes opens up the possibility of retrieving more useful management and accountability information from the tremendous amount of procurement data. A condition here is that the data is properly structured and of high quality, which makes it possible to gain short-cyclical insight into central government's procurement

behaviour, its expenditure and the contribution made to the social objectives of the procurement policy.

Moreover, digitalisation allows central government organisations to exchange procurement information with suppliers in a uniform way. For suppliers, this removes the distinction between the various central government organisations; they always deal with a single central government. The central government organisations can choose the applications and facilities that are the best fit for their business operations, provided that they use a minimum of central facilities and standards.

Digitalisation and automation of the Government Procurement System may also lead to the different deployment of employees, who are currently still coordinating processes, making process arrangements, monitoring and ensuring compliance. They may then be assigned to supplier management or quality improvement in contract management, for instance. The organisational complexity, broad scope and the large number of files and employees within the Government Procurement System mean that digitalisation may enhance efficiency on this point, too.

Finally, digitalising and automating procurement processes is not just a matter of making technical choices. The human and organisational aspects of these processes also require attention. Information, communication and coordination are just as important given the decentralised nature of the Government Procurement System and the large number of central government organisations involved, specifically communication and coordination with the participants of the Government Procurement System and with central government's business partners.

## Opportunities and risks

Digitalisation and automation of procurement processes offers many opportunities, but may also result in an inextricable knot of incoherent applications, standards and facilities if the wrong choices are made. Uniform policy and discipline in policy compliance by central government organisations are prerequisites for capitalising on opportunities and minimising risks.

Digitalisation may break down process-related or organisational walls, but only if the Government CPO is in a continuous dialogue with the tendering and financial domains to ensure that developments taking place there and affecting government procurement are in line with the digitalisation ambitions for the Government Procurement System. This calls for collaboration and parties calling one another to account for developments that are or are not desirable. The ministries' CIO offices also have an explicit role to play in the latter.





## 2. Environmental analysis

This chapter provides an overview of internal and external developments affecting the digitalisation of the Government Procurement System, followed by the conclusions drawn from this.

### Policy developments: DigilInkoop phase-out

So far, the operational government procurement processes were organised relatively centrally in the central government-wide system DigilInkoop. When DigilInkoop was implemented, central government-wide use of this application was laid down in policy, but the Interdepartmental Government Operations Committee (*Interdepartementale Commissie Bedrijfsvoering Rijk*; ICBR) decided at its meeting on 11 November 2014 that the mandatory use of DigilInkoop would be abandoned. When taking this decision, the ICBR stated the following: “In administrative terms, positioning DigilInkoop as a single system to the outside world is key, with the central government service internally having the option to maintain other procurement systems in addition to the DigilInkoop system.”

At its meeting of 15 October 2019, the ICBR decided about the future of DigilInkoop in response to the expiry of the contract for services with IT service provider Ordina on 16 July 2020. This decision was taken based on the recommendation of the Interdepartmental Procurement and Tendering Committee (*Interdepartementale Commissie Inkopen en Aanbesteden*; ICIA) to “phase out the current DigilInkoop system and work towards a central government-wide architecture with central facilities, in line with the government procurement digitalisation strategy previously established by the ICBR. The decision was confirmed at the ICBR meeting on 19 November 2019.

The policy course taken here brings digitalisation of the Government Procurement System in a transition phase in which a Government Procurement System of a decentralised nature is the point of departure for its future design.

### Central government organisations implement their own procurement solutions

One of the consequences of the decision to phase out DigilInkoop is that all central government organisations have been asked to implement their own procurement solution instead. To ensure that business partners continue to do business with a single central government, the decision was also made to develop a number of shared central facilities to which all decentralised procurement solutions of the central government organisations can connect.

These central facilities are built on the Government CPO’s instructions through the DigilInkoop Transition programme. The Government CPO chairs the steering group that supervises the activities ensuing from this programme. The purpose of the programme is to ensure that, by 1 July 2023, the entire central government has successfully switched from a situation centred around DigilInkoop to a decentralised situation. In the new situation, the central government organisations have their own procurement solution and use a few central facilities, such as Digipoort (the government’s digital message centre).

## External developments: e-invoicing, Peppol, EU judgment

### E-invoicing

Central government has actively worked towards the implementation of e-invoicing in all organisations who are obliged to issue calls for tenders. It did this in order to comply with the EU Directive on electronic invoicing in public procurement, which is incorporated into the Dutch Public Procurement Act. This led all government organisations to secure their ability to receive and process electronic invoices since the date of 18 April 2019 as laid down by law.

### Peppol

The Dutch government is preparing policy to anticipate the exchange of e-invoices and other business information through the global Peppol network, as is also stated in the Explanatory Memorandum to the Public Procurement Decree. Peppol is based on open IT standards and links, which have been made available under the European Commission's CEF programme in the form of eDelivery Building Blocks. The Peppol network is globally managed by the OpenPeppol foundation, which is registered in Belgium. In the Netherlands, the Netherlands Peppol Authority (NPA) acts as the supervisor of the Peppol network. The NPA is formally part of the Ministry of the Interior and Kingdom Relations; the performance of the work has been delegated to the Netherlands Enterprise Agency (*Rijksdienst voor Ondernemend Nederland*; RVO) and Logius.

### Judgment of the European Court of Justice

As a result of a judgment of the Court of Justice of the European Union (C-216/17), it is of the utmost importance that government authorities are able to make a proper estimate of the maximum value of a framework agreement and that they have a

view of the use being made of a contract. This information can currently be retrieved from the various central government procurement and financial systems to a limited extent only, if at all. As no link is made to the framework agreement when orders and/or payments are recorded, it is not possible to view the use being made of contracts. If a link with the contract is created, this use will become visible and it will become easier to obtain insight into 'maverick buying' (unlawful procurement by not using existing contracts).

## Environmental analysis conclusions

Central government's procurement domain is transitioning towards a decentralised electronic Government Procurement System. The phase-out of DigInkoop, the central government organisations implementing their own procurement solutions, the e-invoicing obligation the government has imposed on itself and the emergence of Peppol are major developments in this process.

The challenge here is not to interrupt day-to-day operations so as to ensure that central government remains a reliable and professional business partner. This places high demands on the organisations and the people who work there, regardless of whether they are operationally, tactically or strategically involved in the Government Procurement System.

Another challenge in the task of decentralising the Government Procurement System is how to deal with current issues that are to be prioritised during this transition on account of politics or case law, such as the judgment of the European Court of Justice on gaining insight into the maximum value of a framework agreement and the use being made of contracts.

For this reason, an overall view must be obtained of the digitalisation task the Government Procurement System faces and this view must be actively propagated, not only for information purposes but also as a reference point during discussions about issues calling for a decision.

This overall view is also the point of departure for phrasing ambitions and objectives to which the parties involved in the Government Procurement System want to commit themselves. This allows the right discussion to be held about what it takes to reach these ambitions and objectives – not only in terms of projects, services and products, but also in terms of efforts and finances.





# 3. Positioning

The responsible team has translated the priorities and goals of the Government Procurement System Digitalisation portfolio into the mission and vision described below.

## Mission

Being the procuring organisation, central government wants to do business with a single profile, to increase its effectiveness in aiming to achieve its procurement objectives and making adjustments, and to prepare faster and better justification for what it procures, and how, and what social impact it makes in this respect.

## Vision

Central government is working on the permanent digitalisation of government procurement, with central government acting as a single business partner in respect of outside parties and doing business with its suppliers in a consistent and easy way. The efficiency, lawfulness and transparency of the procurement process are enhanced through the effective use of digital technology, based on the principle: centralised where required, decentralised where possible. Digitalisation of government procurement also contributes to central government's ambition to bring about data-driven activities, which allows it to increase its effectiveness in aiming to achieve its procurement objectives and making adjustments, and to prepare better justification for what it procures and how.

## Social challenge

The social challenge the team of the Government Procurement System Digitalisation portfolio faces is as follows: every supplier



of central government, from sole trader to multinational company, is able to easily do business with central government in a reliable and consistent way. This will become reality if we use open standards and a central infrastructure (the Peppol network).

Furthermore, digitalisation of the Government Procurement System allows central government to effectively achieve its operational, tactical and strategic/social objectives both centrally (Government CPO) and decentrally (each central government service). Successful digitalisation enables central government organisations, Coordinating Procurement Directors (Coördinerend Directeuren Inkoop; CDIs) and the Government CPO to:

- gain insight into relevant progress information at any time;
- give direction and make timely adjustments based on progress information;
- account for their actions – to politicians and otherwise – regularly and on demand.

## Strategy

The Government CPO is in charge of the Government Procurement System and is responsible for conducting management and providing clarity about the preconditions for central government organisations to build and further develop their procurement applications and facilities. The Government CPO also supervises compliance with arrangements made by monitoring them in order to guarantee system consistency and, as a result, the reliability of government procurement towards suppliers.

Additionally, the Government CPO's facilitating role within the Government Procurement System entails organising interdepartmental meetings about the digitalisation. The Government CPO also facilitates the centralised provision of information and knowledge exchange to ensure that purchasers and employees within the Government Procurement System, just like business partners, know what digitalisation of government procurement means, what is expected of them and what results need to be delivered.

Finally, the Government CPO presents the ambitions, objectives and strategy for the digitalisation of the Government Procurement System to the administration at the official and political levels for approval. The Government CPO does this in the role of coordinator who is responsible for the Government Procurement System as part of central government's business operations.







# 4. Strategic objectives

Government procurement contributes to the policy objectives central government has set itself for social and economic development, such as sustainability and innovation. Moreover, central government ensures that the procurement processes it organises are lawful. In this respect, one of the challenges faced in government procurement is that diverging policy ambitions must be integrated into the various procurement processes. To decisively deal with this issue, the focus is on further professionalisation, including by digitalising the procurement process.

## Five strategic objectives

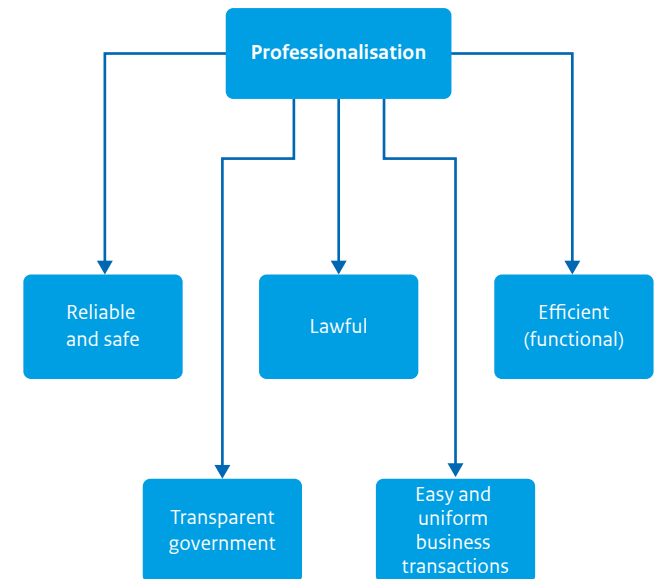
To put the permanent professionalisation of government procurement into practice, several strategic objectives have been phrased in the government procurement domain; the team of the Government Procurement Digitalisation portfolio also works towards these objectives, which are detailed below.

### Reliable and safe

Suppliers must be able to trust that, as far as possible, they can follow the same process in electronic business transactions with central government when exchanging the information and documentation needed. The mutual use of electronic messages such as e-invoices, e-orders and e-timecards based on open standards allows suppliers and central government organisations to continue to use their own financial and ERP software.

### Lawful

A professional procurement and tendering policy contributes to lawful, functional and effective procurement. Lawfulness means that procurement and tendering take place in accordance with the applicable laws, rules and decrees.



### Efficient (functional)

The aim of government procurement is functional procurement. The use of digital resources and analytics tooling gives more rapid insight into the best procurement method. The outcomes are as follows:

- The desirable performance and envisaged social effects are achieved with the least possible use of resources.
- The resources made available are used to achieve maximum results.



### **Transparent government**

As central government wants to be more open about its activities, a great deal of government information is public and can be freely used and disseminated. Transparency promotes reliability, legitimacy and integrity, which should result in a situation where citizens and the business community place great trust in their government's performance.

The further digitalisation of government procurement also helps to make central government's expenditure (spend) more transparent, as the Open State Foundation (OSF) and other parties advise.<sup>1</sup>

### **Easy and uniform business transactions**

Central government's business partners should suffer minimum inconvenience from the diversity of work processes in the various central government organisations. At the same time, central government seeks to remove barriers: it wants to minimise costs for business partners and eliminate complex procedures to be followed to be connected to central government's procurement systems. That is why, in accordance with government-wide policy, the use of open standards and an open infrastructure is encouraged as much as possible.



<sup>1</sup> See <https://openstate.eu/nl/2021/05/open-inkoop-in-beeld-presentatie-van-eindrapport-eerste-fase/>.



# 5. Social product

The digitalisation of the Government Procurement System provides social added value in several ways. The points of departure and the operational and strategic dimensions of the envisaged social product are detailed below.

## Social product principles

### Reliable

All of central government's suppliers know where they stand when they do business with central government. Suppliers can trust that the public infrastructure ensures that business documents they send electronically are received by central government without error. The other way around, central government organisations can trust that the public infrastructure ensures that business documents they send electronically are also delivered to business partners without error. The point of departure here is the aim to achieve system-to-system exchange between the software packages of suppliers and central government organisations. Data exchange through a central supplier portal should be just as reliable.

### Service-minded

The cabinet seeks to take advantage of the opportunities that digitalisation offers. Far-reaching digitalisation of its own organisation allows central government to improve the services provided to its suppliers, which requires the use of open standards and a few central facilities. This will ensure that central government's business partners can electronically do business using their own software package, provided that it can be connected to Peppol, and that electronic business transactions do not depend on a specific software package anymore. As a result, central government's business partners do not need to perform separate, specific actions and no longer need to invest extra time or costs in electronic connections to central

government's infrastructure. Electronically doing business in this accessible way contributes to the ambition to be a service-minded government.

### Driving force (taking the lead)

Central government is acting progressively by digitalising the Government Procurement System and actively promoting the use of open standards for messages, links and infrastructure. This puts an end to the situation where the government's own closed standards are forced on business partners within and outside the government.

This is not a simple transition. Government organisations and the business community face what are known as 'legacy' solutions – not just in the role of user, but particularly also in the role of supplier of software solutions. Without a firm incentive in the form of laws and regulations, many organisations do not see the need to transition towards digitalisation based on open standards in the near future.

Its procurement power and supplier base of 50,000 companies and 1,300 government organisations allow central government to apply procurement conditions and/or additional arrangements and thereby actively act as a driving force in achieving the digital transition based on open standards. When all of central government's business partners have switched to doing business electronically, the impact of this turnaround will be felt throughout society.

### Being in control

In operational terms, the consistent digitalisation of central government's procurement processes and systems ensures that the information produced, enriched and shared is structured in a standardised manner. This allows comparison of data, details and information, which increases data quality and allows faster



and more accurate analyses of the data available in central government's applications, facilities and systems using Business Intelligence Analysis Tooling.

At the departmental level, the digitalisation of government procurement processes enables the offices of the Coordinating Procurement Directors (Coördinerend Directeuren Inkoop; CDIs) to gain insight into progress information in a faster, easier and more reliable way. At the central government level, this also holds true for the Government CPO. The procurement domain is enabled to provide a faster and decisive response based on information that reaches participants more rapidly, which helps it to be more in control of government procurement.

### **Agile**

An agile government is a government that is able to quickly adapt to changing conditions. The need to change that ensues from the digitalisation of the Government Procurement System is not limited to the technical implementation of digital facilities, applications or infrastructure; it also involves engaging the people who are active every day within the procurement domain at the operational, tactical and strategic levels.

A prerequisite for the successful implementation of digital procurement processes is a consideration of future developments. Given that digitalisation of government procurement is a never-ending process, agility and resilience are needed in the existing applications, facilities and infrastructure. This will allow them to adapt to, for instance, (a) the use of new technology or (b) the introduction of new flows of messages or information.

## **Social product description**

As the social product of the digitalisation of the Government Procurement System has an operational and a strategic side, they are mentioned separately below.

### **Operational**

The social product provided is a service-minded central government that is considered a reliable business partner by its suppliers. Moreover, central government is an important driver of electronic business transactions between suppliers and other layers of administration of the Dutch government. In this process, central government also encourages electronic business transactions between companies.

### **Strategic**

The digitalisation of business transactions with central government yields a social product in the form of automated flows of information that gives short-cyclical insight into the contribution that government procurement makes to the cabinet's social objectives, allowing faster and more effective monitoring, management and adjustments at the process level. Actions can be justified in a faster and more accurate way at the political and administrative level.





# 6. Creation of policy and activities in 2023

The CPO office works on digitalising the Government Procurement System in several ways. Its activities range from representing the procurement domain in national and international consultation meetings to setting frameworks, coordination, facilitation and support. The CPO office also acts as a commissioning party and coordinates accountability (including towards politicians) for activities, milestones and current affairs affecting the digitalisation of the Government Procurement System.

→ **Framework setting and arrangements**

- Framework setting, arrangements and representation of Government Procurement Digitalisation
- Government Procurement Enterprise Architecture

→ **Central facilities**

- Commissioning of management of central facilities
- Further development of central facilities
- Cooperation between partners in the chain

→ **Open standards**

- Input for EU, NL, Peppol standards
- Standards management

→ **Communication**

- Central government-wide coordination of internal and external communication
- Customer support and advice from the customer's perspective

→ **New message flows**

- Creation of new message flows
- Supporting the implementation of new message flows

→ **Management and accountability information**

- Information requirements of the Government Procurement System

→ **Small-scale innovation**

- Digitalisation with the community



## Domain

Framework setting and arrangements

## Implementing organisations involved

-

## Consultation meetings

Government Procurement Digitalisation portfolio, ICIA, ICBR, cabinet

# Framework setting, arrangements and representation of Government Procurement Digitalisation



It is up to the CPO Office to organise the collaboration with all central government organisations participating in the Government Procurement System. The CPO office formally does so by setting central government-wide frameworks and guidelines, presenting them to the ICIA for advice and having them adopted by the ICBR (framework) or the Government CPO (guideline). Strategic issues and draft documents entering the formal decision-making procedure are first discussed and agreed in the Government Procurement Digitalisation portfolio.

Informally, the CPO office organises interdepartmental collaboration in the form of several expert groups, the Government Procurement Architectural Council, a Government Procurement Architecture Review Committee and a tactical advice meeting that also serves as a user meeting for the central facilities.

The CPO office represents the interests of the Government Procurement System in national and international organisations and consultation meetings, such as representation at OpenPeppol as end user or at the data exchange programming table on the subject of GDI governance.

As the commissioning party, the Government CPO may also choose to delegate representation to one or more implementing organisations who draw on their expertise to provide input for government procurement. This may include representation on the E-invoicing Standardisation Platform (*Standaardisatieplatform e-facturatie*; STPE), the OpenPeppol standardisation committees or the EU technical committees for the development of European standards for procurement messages.

The Government CPO is responsible for the proper operation of the Government Procurement System, which is an undisputed point of departure in the digitalisation task of the Government Procurement System, for example. This responsibility has been

delegated to the CPO office and placed with the Government Procurement Digitalisation portfolio manager, who prepares policy to achieve the digitalisation ambitions phrased for the Government Procurement System Digitalisation portfolio.

This may be done by (1) making interdepartmental arrangements, (2) preparing and coordinating Government CPO guidelines and having them approved, (3) preparing and coordinating central government-wide frameworks and having them approved by the ICBR, (4) preparing and coordinating amendments to the procurement conditions or laws and regulations and having them approved by the cabinet.

In addition to policymaking, the Government CPO's coordinating role is carried out by (1) creating support for the use of open standards and infrastructure, (2) interdepartmental monitoring of the progress made with the implementation of functionalities, messages and links, (3) mediating and organising decision-making in the event of differences of opinion on implementation issues.

Moreover, the portfolio manager advises the Government CPO in taking responsibility for coordinating political and administrative issues in the context of the system responsibility of the Minister of the Interior and Kingdom Relations for government procurement. Part of this is the coordination with the Minister's spokespersons about external communication issues and answering questions from the House of Representatives about the digitalisation of the Government Procurement System.

Starting in 2023, the CPO office will keep an annual plan document in which the mission, vision, ambitions and policy objectives and the associated activities are described for the next year. The portfolio manager is responsible for having this document prepared or updated, coordinated, approved and published.





On behalf of the Government CPO and the Government Procurement System, the portfolio manager participates in several consultations in various roles. The portfolio manager acts as a chair for government procurement (DGR-B, expert groups, Government Procurement Architectural Council). Within the government-wide digitalisation domain, the portfolio manager participates in government-wide consultations on behalf of the Government CPO (including the data exchange programming table within the GDI governance). The aim here is to communicate and secure the interests of the Government Procurement System, to be informed of the latest developments in digitalisation and other topics affecting the Government Procurement System. The portfolio manager reports on this in the consultation meetings of the Government Procurement System. Finally, the portfolio manager participates in various national consultations, such as the E-invoicing Standardisation Platform (*Standaardisatieplatform e-facturatie*; STPE), and takes part in international consultations, such as the European standardisation working groups.

A point to note here is the responsibility of the Government Procurement Digitalisation portfolio manager to organise permanent coordination and cooperation with the financial silo and the tendering silo. In relation to the financial domain, the portfolio manager shoulders this responsibility by participating in the Interdepartmental Consultation of Heads of Accounts Departments (*Interdepartementaal overleg hoofden financiële administraties*; IOHFA). Ad-hoc bilateral consultations with the Ministry of Economic Affairs and Climate Policy and TenderNed have been set up.

The Government CPO has the option to launch and temporarily finance breakthrough projects to make headway with digitalising government procurement. In 2022, this was done with the outgoing messages learning process, which resulted in Logius initiating a tendering procedure for the creation of a permanent

outgoing access point on Peppol. This functionality is then financed on a lasting basis through the GDI's central financing. For 2023, the plan is to build a Central Government Procurement Data Hub to automate flows of information such as the spend, to ensure that they can be retrieved virtually in real-time.

The portfolio manager manages the Government Procurement Digitalisation portfolio team, which provides support in phrasing the Government CPO's ambitions. The portfolio manager is also responsible for the day-to-day management of the implementing organisations who support the digitalisation of the Government Procurement System, as part of the Government CPO's commissioning role in respect of these implementing organisations.

Given the size of the file and the expertise required, the portfolio manager is represented by the portfolio team or the experts of the implementing organisations when it comes to participating in various consultation meetings.

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#### Contributes to objectives

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Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

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## Domain

Framework setting and arrangements

## Implementing organisations involved

Logius, RVO, TenderNed

## Consultation meetings

Government Procurement Architectural Council

# Government Procurement Enterprise Architecture



The Central Government Procurement Enterprise Architecture (Rijksinkoop Enterprise Architectuur; RIEA) is the model that describes how all the different procurement solutions of central government can efficiently work together. Together with the Government Procurement Domain Architecture and a shared Government Procurement Ontology, the RIEA provides clarity and gives direction to the digitalisation of the Government Procurement System.

The first version of the RIEA will be completed in 2023. A number of architects of various ministries and central government organisations are jointly working on this, with the enterprise architect of the Ministry of Finance being charged with coordination. The RIEA is written under the responsibility of the Government Procurement Architectural Council (*Rijksinkoop Architectuurraad*; RIAR). If the RIAR issues a positive recommendation, the chair offers the RIEA to the ICIA and the ICBR for adoption. From the time of consent, all participants in the Government Procurement System commit to the architecture principles underlying the digitalisation of the system.

The RIAR is simultaneously working on a more specific domain architecture that describes the application of the RIEA to the various target systems within the Government Procurement

System. The domain architecture is characterised by a short timeline and, as such, is the first practical application of the RIEA.

Finally, in 2023, the first steps will be taken towards a Government Procurement Ontology, in which the European e-procurement ontology<sup>2</sup> is the point of departure for calibrating, reviewing and streamlining central government's current ontology. A common ontology for the Government Procurement System lays the foundation for the digitalisation of the knowledge available within the government procurement domain.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

<sup>2</sup> <https://joinup.ec.europa.eu/collection/eprocurement/solution/eprocurement-ontology/release/v300>

## Domain

Central facilities

## Implementing organisations involved

Logius, RVO, RIS, OBF

## Consultation meetings

DGR-B

# Commissioning of management of central facilities



The ICBR's decision of 15 October 2019 contains an instruction to work towards a central government-wide architecture with central facilities. The architecture is addressed in the Government Procurement Enterprise Architecture building block. The central facilities are presently being built or have recently been delivered. It is important that the users of the central facilities are informed of relevant developments and can provide input to the suppliers of the central facilities in terms of maintenance and minor changes.

A number of central facilities have been built to ensure that all central government organisations can do business with their business partners in a consistent way from the central government group profile. The Government CPO acts for the Government Procurement System in commissioning the management and operation of these facilities.

### *Digilnkoop*

Digilnkoop as the central procurement application for the government procurement domain will be scaled down and phased out in 2023. Until that time, the current interdepartmental governance will give direction to the management and operation assignment carried out by Logius. The main products are charging on the assignment for the first six months of 2023 and the ultimate granting of discharge of this assignment after phase-out

### *Digipoort*

Digipoort is a facility that is marked as part of the Generic Digital Infrastructure (GDI). Central government organisations are required to be able to receive e-invoices through Digipoort. In 2023, from the perspective of management, the main focus will be on introducing new types of messages, such as the e-timecard and the status information messages set.

With effect from 1 January 2023, Digipoort will be funded in a different way, by means of the central financing that takes place through the Government-Wide Digital Government Policy Consultation (*Overheidsbreed Beleidsoverleg Digitale Overheid; OBDO*). This will eliminate the role of the Government CPO in commissioning administrative assignments for Digipoort. The Government CPO, for the Government Procurement System, will still be involved in structuring the assignment given to Logius in terms of the message flow, which is mainly used by the government procurement domain.

### *Catalogue Platform*

The Catalogue Platform will be completed in 2023. Until the time of completion, the Digilnkoop Transition programme is responsible for its management and operation. In 2023, arrangements will be made with this programme about transferring responsibility for the Platform to the Government Procurement Digitalisation portfolio. The Catalogue Platform will then be included in the interdepartmental Government Procurement Digitalisation governance.

### *Central Supplier Portal*

In 2022, the first levels of the Central Supplier Portal were put to use and suppliers were migrated to use this facility without delay. Until the Central Supplier Portal is completed in full, the Digilnkoop Transition programme is responsible for its management and operation. In 2023, arrangements will be made with this programme about transferring responsibility for the Portal to the Government Procurement Digitalisation portfolio. The Central Supplier Portal will then be included in the interdepartmental Government Procurement Digitalisation governance.

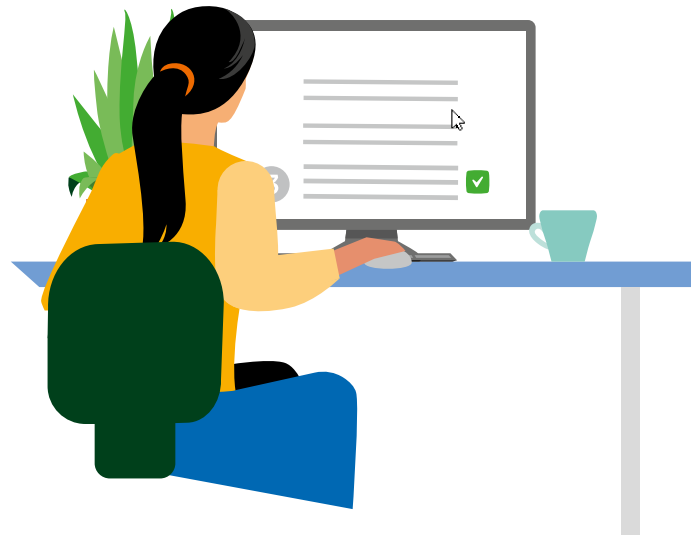


*Electronic Procurement Archives*

The Electronic Procurement Archives will be completed in 2023. Until the time of completion, the DigiInkoop Transition programme is responsible for the management and operation of these archives. In 2023, arrangements will be made with this programme about transferring responsibility for the Archives to the Government Procurement Digitalisation portfolio. The Electronic Procurement Archives will then be included in the interdepartmental Government Procurement Digitalisation governance.

**Contributes to objectives**

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	



## Domain

Central facilities

## Implementing organisations involved

Logius, RVO, RIS, OBF

## Consultation meetings

Government Procurement Architectural Council, DGR-B

# Further development of central facilities



Central digital facilities have been developed to ensure that a single central government profile is retained for suppliers doing business with central government. As central government organisations connect to these central facilities, each central government service will be able to create its own procurement facility without suppliers being faced with specific connection requirements for each central government service.

A number of central facilities will be built, rebuilt and put out to tender in 2023. To ensure that the interests of the Government Procurement System are consistently considered in these processes, the CPO office actively seeks to be involved in various consultation meetings.

### Digipoort - sourcing of the Peppol access point

In 2022, Logius commenced preparations for a European tendering procedure for a Peppol access point as an interface in Digipoort. This access point will allow central government

organisations to send and receive messages through the Peppol network, which will give central government's partners – whether these are municipal or provincial authorities or the business community – the option to exchange messages via Peppol in an easy and automated way. Following this tendering procedure, the temporary outbound link made available by the Government CPO will permanently be replaced. In 2023, the CPO office will monitor the tendering procedure and the implementation of the new access point in terms of progress made and contents.

### Digipoort - rebuilding

Digipoort is vital infrastructure that is not used by the government procurement domain alone. In fact, the government procurement domain is just one part of a larger ecosystem of vital flows of messages from various policy domains that use Digipoort, such as income tax returns, financial statements filed with the Chamber of Commerce and sick reports filed with Employee Insurance Agency UWV. Given the importance of the rebuilding process, a separate programme has been set up for this purpose with its own governance. The Government CPO is represented in this governance because of its role of Digipoort key user. In 2023, the Government CPO will collaborate with Logius in conducting integration tests for the rebuilt and newly built functionalities. Central government organisations will be asked in good time to cooperate in these integration tests, as communicated at the ICIA meeting of November 2022.







### Central government procurement data hub

In order to enhance data quality in the government procurement domain, encourage automation and thereby retrieve procurement information in a faster and more accurate way, information must be exchanged across domains, using automatic interfaces. As the Government Procurement System is decentralising its activities, the ability to aggregate and standardise certain procurement information is an important precondition. A central government procurement data hub is to be built to achieve this aim.

From late 2023, applications for government procurement should be able to connect to this data hub without much effort, which will allow users to consistently use and re-use procurement information throughout the procurement process. The data hub is meant to be a step forward in automated insight into central government's spend.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	

## Domain

Central facilities

## Implementing organisations involved

RVO, RIS, OBF, Logius

## Consultation meetings

Electronic Business Transactions

Coordination Consultation

# Cooperation between partners in the chain



Within central government, several implementing organisations are digitalising the Government Procurement System. These implementing organisations mostly work on digitalising part of the purchase-to-pay process, developing and managing some of the digitalisation building blocks needed or informing specific target audiences.

When performing their activities, implementing organisations also come across process steps or topics that overlap with or depend on other process steps or topics. To ensure that everyone knows which organisations is responsible for an activity at which point in the process, the implementing organisations draw up a collaboration agreement to which they commit themselves. Moreover, a coordination consultation is set up between the CPO office as the delegated commissioning party and the implementing organisations to enable them to easily exchange ideas on a lasting basis.

Within the Government Procurement System, several implementing organisations work on digitalisation on the instructions of the Government CPO. With DigiInkoop being replaced by a number of central facilities, flawless collaboration between the implementing organisations has become even more important, especially in areas where the activities of the implementing organisations affect one another or overlap.

In 2023, the organisations RIS (*Rijksinkoop samenwerking – Government Procurement Collaboration*), RVO, OBF (*Organisatie voor Bedrijfsvoering en Financiën – Operations and Finance Organisation*) and Logius will identify their activities and discuss these with each other and, where uncertainty, overlap or connections exist, will make arrangements on cooperation, responsibilities and the allocation of roles. These arrangements will be recorded in a collaboration agreement.

## Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

**Domain**  
Open Standards

**Implementing organisations involved**  
Logius

**Consultation meetings**  
Peppol community, European working groups, STPE, interdepartmental expert groups

# Input for EU, NL, Peppol standards



When improving, digitalising and automating its procurement processes, central government will also introduce cost savings, in due course a more efficient and faster payment process and a reduction in the administrative burden for suppliers. Having the right facilities in place at both central government and businesses is of the utmost importance here.

A fundamental requirement is the ability to use business messages based on open standards that connect to the market and to the national and international open standards for business messaging. Taking a leading role in developing these messaging standards at the national, European and international levels, central government ensures that it is able to implement sustainable solutions.

Efforts are currently being made to develop and introduce new messages such as e-orders, electronic declarations of performance, electronic timecards and status messages. Central government is presently actively represented within all relevant national and international working groups and chairs some of them.

On behalf of central government, Logius' Standards department is developing new messaging standards in a European context, i.e. through the EU's Technical Committees. Technical Committee 434 (TC 434) is further developing the European Standard on Electronic Invoicing. Technical Committee 440 (TC 440) is working on several e-procurement standards, such as e-orders, e-receipts and e-timecards.

Logius safeguards central government's interests in these Technical Committees and ensures that the messaging standards are compatible with the open standards used by central government to the maximum extent possible. These interests are secured in part by Logius' timely feedback on developments and decision-making in these working groups whenever they impact the Government Procurement System.

In addition to the European TCs, standardisation consultations also exist within the OpenPeppol global agreement structure and the Dutch E-invoicing Standardisation Platform (*Standaardisatieplatform e-facturatie*; STPE). Central government benefits from the highest possible degree of cohesion between all these consultations in order to prevent central government from having to implement, manage and support a wide range of standards.

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## Contributes to objectives

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Professionalisation



Reliable and safe

Efficient (functional)

Lawful

Easy and uniform business transactions



Transparent government

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## Domain

Open Standards

## Implementing organisations involved

Logius

## Consultation meetings

DGR-B, Messaging Expert Group, interdepartmental expert groups

# Standards management



A standard is an open standard if it is permanently managed by a designated management organisation that allows public and private parties to join the discussion about the development of the standard. Being a major user of open standards, central government is actively involved in the management of various open messaging standards within multiple national and international management organisations.

All standards used in the Government Procurement System are actively managed. Currently, these are mainly the OHNL set of standards for the exchange of procurement data and the NLCIUS for e-invoicing. A new standard for the procurement domain was added in 2021: Peppol BIS.

To ensure correct management of these standards, in 2023 a baseline measurement will be conducted on the management

organisation and management processes using the BOMOS system. Developed by Logius, this management and development model for open standards provides a strategic overview, models, guidelines and practical tips to make a success of an open standard.

Part of managing the open standards for e-procurement messaging is the exchange of knowledge and information in an interdepartmental context. Set up for this purpose within the Government Procurement System, the Messaging Expert Group brings about knowledge exchange and advises the Government CPO on request and of its own accord about issues requiring policy-related involvement. The Messaging Expert Group also works closely with the other expert groups in the procurement domain, as many digitalisation issues call for a multi-disciplinary approach.





The Government CPO is responsible for the proper performance of the Messaging Expert Group and, due to its technical nature, has asked Logius to chair the group and provide support in the form of a secretary.

The Messaging Expert Group is responsible for developing and managing a product group, i.e. the Standard Government documentation. This documentation currently consists of two types of messages, of which the Standard Government Invoice is under management and the Standard Government Order is under development. Management of the Standard Government Order is expected to start in 2023, following approval from the ICIA. Moreover, the ambition is to develop and manage a new product, the Standard Government Timecard.

The Standard Government documentation consists of clarifying documents containing further arrangements that have been written for central government organisations, their business partners and software suppliers. The documentation outlines the aspects to be considered when exchanging procurement data with central government. The RVO Specialist E-invoicing Department assumes an information and communication role in bringing the Standard Government documentation to the attention of the target audiences.

Finally, Logius is working on a number of supporting facilities that enhance the quality and speed of the delivery and forwarding of procurement data. It does so by actively managing the mapping of outgoing messages of central government and by managing the validation tooling used to check whether outgoing procurement messages are of the quality desired to ensure flawless receipt by business partners.

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#### Contributes to objectives

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Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

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Domain  
Communication

Implementing organisations involved  
Logius, RVO, TenderNed, IUC's

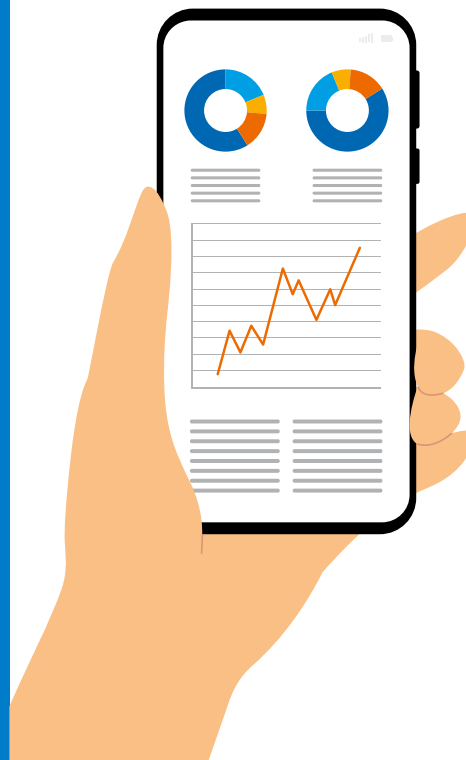
Consultation meetings  
Government Procurement Architectural Council

## Central government-wide coordination of internal and external communication



In 2023, the transition from a centrally oriented Government Procurement System to a decentralised system will be completed. This calls for substantial investments in coordination and communication, especially in a domain where central government organisations themselves become responsible for implementing procurement applications and facilities.

The permanent set-up of communication and an information facility for suppliers delivers on the ambition of being a government procurement organisation that contributes to a service-minded government. This is not just about the static presentation of content, but also about providing support to suppliers through an accessible helpdesk and the use of communication products.



As one of the Government CPO's main duties is to ensure the proper operation of the Government Procurement System, organising regular interdepartmental communication and structuring the provision of information about digitalisation have been marked as priorities. Interdepartmental coordination should result in uniform and clear communication and information that is tailored to the target audience.

In 2023, the Government CPO will actively seek to recruit a strategic communications advisor and a content writer. The implementing organisations are expected to provide a communications advisor to support the strategic communications advisor. They will then jointly be able to coordinate how they will communicate and provide information about the milestones and developments in respect of the assignments given to the implementing organisations.

To increase cohesion within the Ministry of the Interior and Kingdom Relations on a lasting basis, efforts are being made to make a more visible connection to internal communication processes and consultation meetings. The set-up of an interdepartmental working group is the practical implementation of the responsibility of the Minister of the Interior and Kingdom Relations for the Government Procurement System. As a result, the Ministry considers this to be a sustainable way of carrying out its coordinating role, both in relation to the other central government organisations and in relation to its implementing organisations. An important product here is the preparation, management and dissemination of a communication calendar.



In 2023, all relevant information about the digitalisation of the Government Procurement System will be included in the Government Portal, where it will be actively managed. This meets the wish expressed by the operational layer of the Government Procurement System to easily find more information about the digitalisation ambitions phrased for the Government Procurement System.

For suppliers and other interested parties, a Government Procurement Digitalisation page will be launched on [Rijksoverheid.nl](https://rijksoverheid.nl) in 2023 that will be actively kept up to date. Thematic publications and interviews are also used to address the developments and milestones reached in the digitalisation file of the government procurement domain.

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**Contributes to objectives**

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Professionalisation



Reliable and safe



Efficient (functional)

Lawful

Easy and uniform business transactions

Transparent government



# Customer support and advice from the customer's perspective



Suppliers of central government are faced with an obligation to supply e-invoices to receive payment for the goods and/or services they have provided. The suppliers have a need for an explanation and support in the area of e-invoicing, specifically e-invoicing from a software package and e-invoicing through the Central Supplier Portal.

Furthermore, central government organisations, as purchasers, face the replacement of DigilInkoop as a central procurement facility by a number of central facilities. These central facilities should ensure that suppliers can do business with the central government organisations in a uniform way to the extent possible, based on the group profile Doing Business with Central Government. Central government organisations and suppliers require clarification and support on this issue, too.

The task of digitalising the Government Procurement System is also regarded as a requirement to make a change. It is not only existing processes that are being digitalised; in fact, the use of digitalisation facilities provides a natural moment to review current operational processes and consider how central government organisations themselves, as well as the Government Procurement System as a whole, can benefit from this.

It is especially because change breaks existing patterns that target audiences within and outside the Government Procurement System are likely to feel resistance. To channel or, even better, prevent such resistance, it is of the utmost importance that civil servants or business owners know which authority can answer their questions unequivocally and clearly. Given the importance of this issue, the Ministry of the Interior and Kingdom Relations invests in setting up helpdesks and support.

## RIS helpdesk

In 2023, the RIS will mainly act as the helpdesk for (1) civil servants who are involved in the Catalogue Platform, and (2) business owners with more in-depth questions about the Central Supplier Portal (second line).

## RVO E-invoicing Helpdesk

In 2023, the RVO E-invoicing Helpdesk will provide first-line support for the Central Supplier Portal and will provide suppliers with general information and advice about sending e-invoices to central government. When commissioning RVO for 2023, the Government CPO asked RVO to expand this function to providing information and advice about all other procurement messages (e.g., e-orders and e-timecards).

The RVO Specialist E-invoicing Department also provides central government organisations with implementation support when setting up a complex or large-scale connection to suppliers. In 2023, the implementation of incoming flows of e-invoices will be expanded to outgoing flows of e-invoices and e-orders.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	
Easy and uniform business transactions	✓
Transparent government	✓

## Domain

New message flows

## Implementing organisations involved

Logius, RVO

## Consultation meetings

DGR-B

# Creation of new message flows



In 2022, central government successfully sent the first e-invoices through the Peppol network and created the first e-ordering chain between central government and the market. Multiple market parties are interested in electronically receiving orders from central government through Peppol, and multiple central government organisations want to create a flow of outgoing messages through Peppol for invoicing and ordering purposes. Following up on these developments, in 2023 the Ministry of the Interior and Kingdom Relations will launch a project to put the first e-ordering and e-timecard chains to use.

All building blocks for creating the flow of outgoing e-invoicing messages through Peppol have been built and implemented and are in use, such as laws and regulations, arrangements under private law, technical and functional implementation of infrastructure, the messaging standard, central support facilities, setting up of a helpdesk and implementation support, and implementation of the necessary adjustments to central government's procurement systems.

The policy choices made and the further details established for the implementation of e-invoicing as a message flow mean that it is relatively easy to create other, similar message flows. The final stage is the implementation of an outgoing delivery facility in Digipoort, which allows central government to deliver messages to the Peppol network.

In 2023, efforts will be made to roll out the flow of e-orders from the procurement applications of the central government organisations to the Peppol network. It is important here that all parties in the exchange chain are properly involved in the creation of the message flow, such as software suppliers of the central government organisations, the organisation of Digipoort, the Peppol service providers involved and software suppliers of the receiving business partners.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

**Domain**  
New message flows

**Implementing organisations involved**  
Logius, RVO

**Consultation meetings**  
DGR-B

# Supporting the implementation of new message flows



The introduction and implementation of a new messaging standard and/or type of message entails much more than just a technical adjustment. As the message will be used to support the operational processes needed in the operational procurement of goods and services, in many instances further support will be required to ensure a smooth flow of a type of message from the government applications to the supplier applications and vice versa. This support can be subdivided into basic support, such as helpdesks and connection documentation, and more qualitative support, such as individual assistance and group information meetings.

A message flow is ready to be implemented once the entire chain of organisations is able to exchange a message in both technical and process terms. This means that the implementation of a message flow pertains to the central government-wide upscaling of the messaging implementation – not just in the central government organisations, but also in coordination with central government’s business partners. This calls for technical assistance from Logius, but especially also for functional support from the RVO Specialist E-invoicing Department. This Department is responsible for coordination between the parties in the chain and ensures that every party is properly kept up to date during the implementation process. As a result, the parties

in the chain know what needs to be done, what role they have to play and when they are required to act. The Specialist E-invoicing Department also has an identifying role, sharing findings with the Government CPO that are estimated to require policy intervention. The Government CPO assesses the findings and decides what next steps need to be taken.

Apart from the flow of e-orders, the above process also includes efforts to create a flow of outgoing e-invoices, a flow of technical and functional status messages and a flow of e-timecards.

## Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	✓

## Domain

Management and accountability information

## Implementing organisations involved

Logius, RVO

## Consultation meetings

DGR-B

# Information requirements of the Government Procurement System



A substantial amount of data is generated, exchanged and stored in the procurement domain. At the same time, a need is felt to retrieve conveniently arranged procurement information that can be used for management purposes and internal and external accountability. Moreover, a great deal of information relevant to the procurement domain is generated, exchanged and stored in the tendering domain and the financial domain.

Comparable data can only be collected from all the different systems in all three domains and can only be structured and made ready for analysis if a fundamental discussion is conducted first. Pertaining to how central government organisations can define, classify and use data in the same way, the aim of this interdepartmental discussion is to arrive at central government-wide arrangements. Finally, monitoring and possible support must be organised to actually implement the arrangements.

Issued in 2022, the Advice on Improving E-ordering/E-invoicing Reporting (*Advies verbetering rapportage e-ordering/e-facturatie*) meets the demand for improved identification of information requirements in government procurement and for insight into the various options in utilising procurement information. This advice will be followed up in 2023.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	
Lawful	✓
Easy and uniform business transactions	
Transparent government	✓



Domain  
Small-scale innovation

Implementing organisations involved  
RIS

Consultation meetings  
Government Procurement Digitalisation portfolio board

## Digitalisation with the community



The Government Procurement Digitalisation portfolio board supports digitalisation initiatives intended to improve the Government Procurement System. Such improvements usually start with a pilot project within one or a few organisations. Once a pilot project proves to be a success, the portfolio board also supports the process for scaling up the initiative. A few times a year, the portfolio board holds a meeting that is open to the public and where community members keep one another abreast of ongoing initiatives and new ideas. The digitalisation initiatives may improve the procurement process for the customer, the procurement organisation and the supplier, but may also relate to working in a data-driven way, for example. The structure of the collaboration between the Government CPO and the portfolio board will be enhanced in 2023.

### Contributes to objectives

Professionalisation	✓
Reliable and safe	✓
Efficient (functional)	✓
Lawful	✓
Easy and uniform business transactions	✓
Transparent government	



# Glossary

## **Business partner**

In this Annual Plan, ‘business partners’ are all organisations within and outside central government with which central government does business. These are not just suppliers from the business community.

If governments send business information, such as invoices or e-orders, among themselves, under this definition they are also business partners.

## **Category manager**

In the Government Procurement System, a category manager is the person responsible for tendering and for the contract management of a procurement category, i.e. a single type of goods or services, such as office furniture, IT or agency workers.

## **CDI**

Every ministry has a Coordinating Procurement Director (*Coördinerend Directeur Inkoop*; CDI) who is responsible for that ministry’s procurement policy. A CDI also has responsibilities in the Government Procurement System, such as monitoring central government-wide procurement frameworks. CDIs are members of the ICIA.

## **CEF programme**

The abbreviation ‘CEF’ stands for Connecting Europe Facility, a European Commission programme that has made investments in e-invoicing facilities in the European Union (EU).

## **Central facility**

In the Government Procurement System, central facilities are facilities that all ministries and central government organisations can use when digitalising their procurement processes. Some central facilities, such as Digipoort, are mandatory.

## **CIO office**

Every ministry has a Chief Information Officer (CIO) that supports the ministry in managing the provision of information by the ministry. The CIO has its own staff supporting the organisation in issues concerning digitalisation and controlling the provision of information.

## **Domain architecture**

The domain architecture is a concrete application of the structuring principles for the IT of the Government Procurement System from the RIEA. The domain architecture focuses on the systems central government uses for its procurement activities.

## **eDelivery Building Block**

The CEF programme of the European Commission has invested in open IT standards and IT links for the European Union. The Peppol network also uses these building blocks, which enable the exchange of procurement data between systems.

## **E-invoice**

An electronic invoice (e-invoice) is a structured, digital file (but not a PDF) in which all data has its own fixed place and its own meaning. An e-invoice can be sent from one automated system and electronically be processed in another system, eliminating the need for manual processing.

## **E-order**

An e-order or electronic order allows a purchaser to send orders for products or services to suppliers electronically, allowing fast and efficient processing.

## **E-timecard**

An e-timecard is an electronic timecard, a digital overview of the number of hours a hired employee has worked. E-timecards allow these hours to be exchanged between computer systems

instantly, thereby accelerating administrative processes associated with hiring employees.

## **Government CPO**

Acting in the capacity of Government Chief Procurement Officer (CPO), the Director of Government Procurement, Facilities and Accommodation Policy (*Inkoop-, Facilitair en Huisvestingsbeleid Rijk*; IFHR) sets frameworks at the system level and is officially responsible for the operation of the Government Procurement System. The CPO chairs the ICIA. To promote the operation of the system, the CPO prepares central government-wide frameworks and guidelines, coordinates them within the Directorate-General for the Government Organisation and presents them to the ICIA for advice. The frameworks are adopted by the ICBR; the guidelines are established by the CPO.

Government Procurement Digitalisation portfolio manager

The Government Procurement Digitalisation portfolio manager (*portfoliomanager Digitalisering Rijksinkoop*) is the policy officer to whom the Government CPO has delegated the task of digitalising the Government Procurement System. The portfolio manager forms part of the Government Procurement, Facilities and Accommodation Policy department (*Inkoop-, Facilitair en Huisvestingsbeleid Rijk*; IFHR).

## **Government Procurement System**

The Government Procurement System comprises all frameworks and arrangements that ministries have made about their joint procurement and tendering policy.

## **ICBR**

The Interdepartmental Government Operations Committee (*Interdepartementale Commissie Bedrijfsvoering Rijk*; ICBR) is an official consultation body for central government’s business operations. The ICBR reports to the cabinet. All ministries are

represented on this Committee; the Director General for the Government Organisation (*directeur-generaal Overheidsorganisatie*; DGOO) chairs it.

### **ICIA**

The Interdepartmental Procurement and Tendering Committee (*Interdepartementale Commissie Inkopen en Aanbesteden*; ICIA) is the specialist interdepartmental committee for strategic policy in the procurement and tendering domain, on which all ministries are represented. The Committee is guided by the central government-wide interests, contributes to the further development and optimum operation of the Government Procurement System and advises on and prepares decision-making about, for instance, frameworks and measures to be adopted by the ICBR to promote professional integrity.

### **IUC**

In the Government Procurement System, 19 Procurement Execution Centres (*Inkoopuitvoeringscentra*; IUCs) arrange procurement for one or more ministries or parts of ministries. Purchasers, tendering lawyers and contract managers work together in an IUC. Many IUCs also support central government-wide procurement based on procurement categories.

### **Message flow**

A message flow exists when a central government service can send and receive e-invoices or other digital procurement data, such as e-orders or e-timecards, through Digipoort and Peppol after successful implementation.

### **Netherlands Peppol Authority (NPA)**

The NPA supervises the Peppol infrastructure in the Netherlands by checking whether Peppol service providers abide by the rules. Peppol service providers are companies that give end users access to Peppol. The NPA is an implementing organisation of

the Ministry of the Interior and Kingdom Relations.

### **Open standard**

In the Government Procurement System, open standards are IT standards managed by independent organisations that allow interested parties to join the discussion about the development of a standard. Open IT standards provide supplier independence as IT technology is not owned by one or a few market parties but can freely be used.

### **Peppol**

Peppol is the name of an international network for the digital exchange of procurement data, such as e-invoices and e-orders. Peppol makes it easier to exchange this type of data, as standardisation is based on the Peppol BIS standard.

### **Procurement category**

In the Government Procurement System, 31 procurement categories have been established for goods and services central government frequently needs, ranging from professional literature, cleaning and workwear to bailiffs or interpreters. The procurement categories enable central government to procure goods and services centrally.

### **Procurement messages**

Procurement is the general term for all activities in an organisation that are related to tendering and procurement. Procurement messages are the data exchanged in this process with suppliers, for example in the form of invoices, orders and contracts.

### **Public Procurement Decree (*Aanbestedingsbesluit*)**

Decree of 6 September 2018 Amending the Public Procurement Decree and the Public Procurement Decree for Defence and Security in Connection with the Implementation of Directive 2014/55/EU of the European Parliament and of the Council of

16 April 2014 on electronic invoicing in public procurement. Contracting authorities and special-sector companies receive and process electronic invoices issued as a result of the performance of contracts to which part 2, part 2a or part 3 of the Public Procurement Act applies and that comply with the European standard on electronic invoicing and with syntaxes included on the European list of syntaxes.

### **RIAR**

The Government Procurement Architectural Council (*Rijksinkoop Architectuurraad*; RIAR) is an interdepartmental expert group that makes proposals for the structuring of IT for the Government Procurement System. An important instrument here is the Government Procurement Enterprise Architecture (*Rijksinkoop Enterprise Architectuur*; RIEA), the model that describes how all the different procurement systems of central government can work together.

### **SIC**

The Government Procurement System has a Specific Procurement Centre (*Specifiek Inkoopcentrum*; SIC) that focuses on a single organisation or a single area. Defence has four specific procurement centres; the Directorate-General for Public Works and Water Management (*Rijkswaterstaat*) has two. There is also a Centre for the Custodial Institutions Agency (*Dienst Justitiële Inrichtingen*; DJI) and one for the Shared Service Organisation for the Caribbean Netherlands (*Shared Service Organisatie Caribisch Nederland*; Caribisch Nederland SSO CN).

### **Social product**

The social product of the Government Procurement System refers to the value the system has for Dutch society, such as a service-minded government that enables parties to do business electronically.

### **Spend**

In the Government Procurement System, 'spend' refers to the total expenditure of central government or a central government service at any point in time. One of the long-term objectives of digitalising the Government Procurement System is to obtain a faster and more precise overview of this spend.

### **Standard Government document**

Central government uses Standard Government documents to lay down all requirements that electronic procurement documents must meet for flawless processing by central government organisations. The Standard Government Invoice is an example of this; Standard Government documents for e-orders and e-timecards are being prepared.

### **Strategic Supplier Management**

The Government Procurement System combines the procurement power and purchasing knowledge for a number of strategic IT and telecommunications suppliers using Strategic Supplier Management (*strategisch leveranciersmanagement*; SLM). Currently, Strategic Supplier Management applies for the suppliers SAP, Microsoft, Oracle, IBM and KPN.

### **System responsibility**

The Minister of the Interior and Kingdom Relations is responsible for the proper operation of the Government Procurement System. This task has been delegated to the Government Chief Procurement Officer (Government CPO), who, as a result, carries day-to-day responsibility for the frameworks and arrangements in the Government Procurement System. This is known as 'system responsibility'.



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