

TO CREATE A BEST PRACTICE FOR IMPLEMENTING INTEROPERABILITY AND THE "ONCE ONLY PRINCIPLE" IN PRE-AWARD



CONTENT

1. Introduction and objectives of the Position Paper	3
2. About the parties	4
2.1 OpenPEPPOL	4
2.2 EUPLAT	5
2.3 Benefits and challenges for the parties	6
3. European interoperability initiatives	7
3.1 The Once Only Principle (OOP)	7
3.2 EXEP Roadmap to interoperability	8
3.3 CEF funding	8
4. Scope for cooperation	9
4.1 PEPPOL BIS ESPD	9
4.2 PEPPOL BIS “GET-evidence/VCD”	9
4.3 Other pre-award PEPPOL BIS	10
5. Summary	11

1. INTRODUCTION AND OBJECTIVES OF THE POSITION PAPER

OpenPEPPOL position papers aim to be a baseline for any Member State, Stake Holder or Contracting Authority, attending the interoperability work in the OpenPEPPOL community and the other relevant Fora and concerns the public e-tendering system services that support pre-award transactions.

The specific objective of this position paper is to showcase and stress out the mature capability of ESPD to represent a best practice for the implementation of standardized procurement messages in the Pre-award domain.

Based on the best knowledge of both OpenPEPPOL and EUPLAT, this position paper seeks to:

- a) share best practices and raise awareness about choosing to be an OpenPEPPOL member;
- b) share a common view on the infrastructure required to run a trustworthy network,
- b) to identify possible entities required to operate in a multi-member state and multi public e-tendering services in an interoperable context.
- d) to adopt a common model to facilitate interoperable message exchange for pre-award transactions in the OpenPEPPOL infrastructure.

2. ABOUT THE PARTIES

2.1 OpenPEPPOL

OpenPEPPOL is a non-profit international association under Belgian law (Association Internationale Sans But Lucratif – AISBL) and its community consists of both public sector and private members. It supports the trans-European interoperability within the public procurement domain.

The purpose of OpenPEPPOL is to enable European businesses to easily deal with any European public sector buyers in their procurement processes electronically, to encourage European governments and their suppliers to continue implementing eProcurement using the PEPPOL specifications and promoting best practices, to ensure that the PEPPOL network continues to grow in an open, accessible and compliant manner, supporting interoperability for European public services and helping Europe move towards a Digital Single Market.

Due to the handover of eSENS project, OpenPEPPOL has catered for the governance and operations of a number of relevant e-SENS e-Tendering specifications and artefacts, becoming the organizational anchor point for operating and sustaining the pre-award domain.

The PEPPOL eDelivery network will support CEF AS4-protocol through a PEPPOL AS4-profile. This will guarantee a secure exchange of messages in pre-award processes.

OpenPEPPOL's principles for implementation of BIS:

- Enabling exchange of business documents created according to European Regulations, Standards, Frameworks and Databases.
- Targeted use of OOP for supporting efficiency and securing interoperability
- Cater for an ecosystem of services, provided by multiple market players (PEPPOL BIS' are system agnostic)
 - Focus on services and transactions, not necessarily requiring systems with end-to-end eTendering services
- The possibility for end-users to choose their own system or cluster of services, independent of the choice of the other part (i.e. the economic operator need not to relate to a solution providing services for CAs)
- External services that are prerequisites for PEPPOL BIS need to be put in place before launching PEPPOL BIS v.1.0

- If not already the case; the PEPPOL community may engage in activities supporting establishing of such services

2.2 EUPLAT

EUPLAT is the European Association of Public e-Tendering Platform Providers, set up to discuss and represent common interests of commercial e-tendering platforms serving EU public contracting authorities and economic operators. It is an International Not-for-Profit Association organized under Belgian law. EUPLAT acts as an association at European level for a large and qualified community of public e-tendering platform providers.

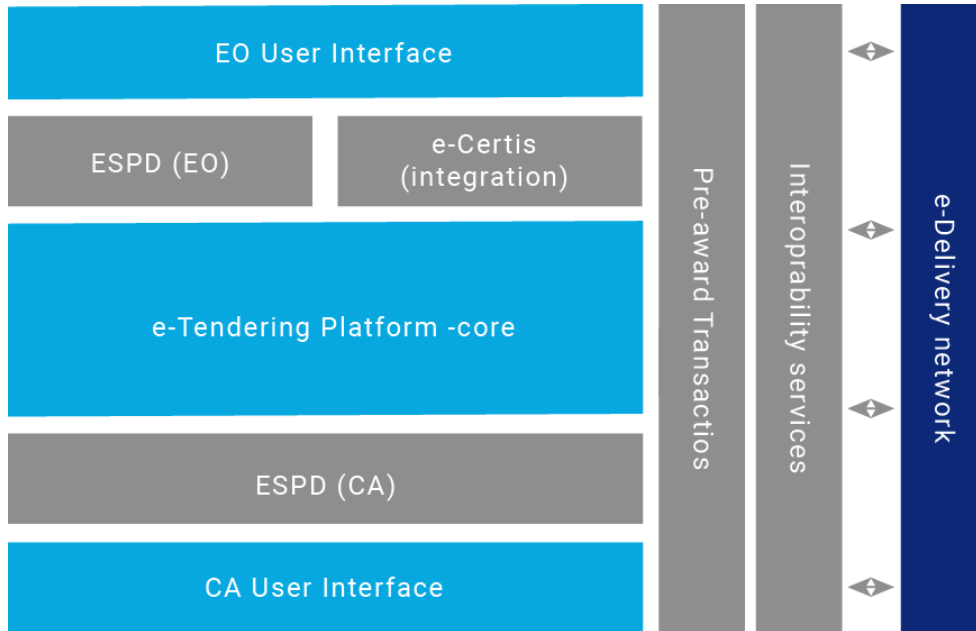
eTendering Platforms are web-based systems that provide services to contracting authorities (CA) and economic operators (EO) for electronic public procurement, which is the use of electronic communications and transaction processing by government institutions and other public sector organizations when buying supplies and services or tendering public works. The eTendering platforms are focused on eProcurement phases until the award of the contract; eNotification, eAccess, eQualification, eSubmission, eEvaluation and eAwarding.

The Public e-Tendering Platforms have been prepared to be integrated into the eDelivery network and are active stakeholders to handle European interoperability and push a wider adoption at an international level. Most e-Tendering Platforms have adapted, or are adapting in an accelerated manner, ESPD, eCertis and the eTendering interface¹. These are areas where the PEPPOL eDelivery network plays an important role.

The Public e-Tendering Platforms have been implemented massively in the last few years across the EU and globally, soon to reach 100% in the EU, due to the demand for electronic communications throughout transaction process and to the new EU Public Procurement Directives, meaning that the e-platforms systems are everyday tools for the EO and CA.

¹ <http://wiki.ds.unipi.gr/display/ESENSPILOTS/References+for+the+2017+call+on+e-Procurement>

Public e-Tendering Platforms interoperability architecture



2.3 Benefits and challenges for the parties

By working together, OpenPEPPOL and EUPLAT, want to achieve a more effective and efficient implementation of the full spectrum of innovative changes required by Directive 2014/24/EC on public markets.

The goal is to use all our common experience and knowledge to define good, strong and well-regulated interoperable standards for the pre-award community.

Focusing on interoperability is essential to reduce cross-border obstacles and facilitate access to business opportunities across Europe. Interoperability is also key to reduce administrative burdens and to make public procurement processes more agile.

In the future, the following challenges will be in focus:

- Keep including the whole OpenPEPPOL pre-award community for preventing situations where community members consider themselves excluded from important input or decisions
- Secure alignment with other European standardization initiatives

3. EUROPEAN INTEROPERABILITY INITIATIVES

The Procurement Directive², the ESPD Regulation³, the Once Only Principle (OOP⁴) and the upcoming Single Digital gateway regulation, underline, and partly regulate, standardization and interoperability in Public Procurement.

Large scale projects, such as PEPPOL⁵ eSENS⁶ BRIS⁷ and STORK I⁸, STORK II⁹ and TOOP¹⁰ have delivered specifications and building blocks relevant for interoperability in public procurement. Ongoing work in CEN TC 440¹¹ and EXEP¹² developing profiles and recommendations supporting interoperability, and the CEF project¹³ funds implementing activities of these common components in the Member States.

3.1 The Once Only Principle (OOP)

The principle lays down that public administrations should ensure that citizens and businesses supply the same information only once to a public administration. Public administration offices take actions, in due respect for data protection rules, to internally re-use this data, so that no additional burden falls on citizens and businesses.

An increasing amount of countries throughout the EU already have established this principle in one way or another in their national eGovernment Laws stipulating that whenever technically possible, citizens shall not be asked to present proof of data that already exists in an electronic register in the public sector. Instead, public sector organizations need to make requests for data directly to the relevant databases. OpenPEPPOL and EUPLAT will contribute to these efforts.

² <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014L0024&from=EN>

³ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016R0007&from=EN>

⁴ http://toop.eu/sites/default/files/D2.6_Position_Paper_OOP.pdf

⁵ <https://ec.europa.eu/digital-single-market/en/content/peppol-digital-public-procurement-across-borders>

⁶ <https://www.esens.eu/>

⁷ <https://ec.europa.eu/cefdigital/wiki/pages/viewpage.action?pageId=46992657>

⁸ <https://ec.europa.eu/digital-single-market/en/content/stork-take-your-e-identity-you-everywhere-eu>

⁹ <https://www.eid-stork2.eu/>

¹⁰ <http://www.toop.eu>

¹¹ https://standards.cen.eu/dyn/www/f?p=204:7:0:::FSP_ORG_ID:1976650&cs=175E298F320429229DD35C9E22F4E8F76

¹² <http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetailDoc&id=28607&no=1>

¹³ <https://ec.europa.eu/inea/en/connecting-europe-facility>

3.2 EXEP Roadmap to interoperability

In October 2018 the EXEP subgroup for interoperability will release a draft for a “Roadmap to interoperability in the pre-award phase of public procurement” with several recommendations supporting interoperability together with a proposed timeline. This document is expected to become a recommendation from EXEP to the European Commission in autumn 2018. EUPLAT has been represented in the editorial team responsible for the roadmap.

One of the recommendations involves reinforcing the coordination role of OpenPEPPOL in the pre-award domain.

3.3 CEF funding

The CEF programme is identified as an instrument for ICT standardization activities that ultimately ensure the interoperability of digital technologies. CEF supports, through funding, the deployment of trans-EU interoperable infrastructures based on mature technical and organisational solutions. The relevant funding areas for cooperation between OpenPEPPOL and EUPLAT in addition to eProcurement, are: eID, eSignature, and eDelivery.

4. SCOPE FOR THE COOPERATION

The cooperation described in this document is a major contribution to boost interoperability in public procurement throughout Europe. Hence the ESPD is in a very good position to become the first pre-award document to be exchanged in an interoperable context. The ESPD will be used as a reference approach for further message exchange in the pre-award process. Development of other PEPPOL BIS covering the pre-award processes, such as Notifying, Access to tender documents, submission of tenders and gathering of business documentation are considered as part of the scope.

4.1 PEPPOL BIS ESPD

The ESPD is a very convenient starting point for establishing BIS in pre-award because:

- The content is regulated, and electronic format is mandatory
- PEPPOL BIS ESPD v.1.0 was made available for use in May 2018, and is covered by OpenPEPPOL management regime
- The OpenPEPPOL community has mature members with regards to using structured message exchange
- EUPLAT represents advanced tendering platforms which aim to be at the forefront when it comes to innovation and development of their services
- It facilitates further development of eCertis, evidence aggregators of an automatic validation of qualification information

Development of the next version will be organized according to the OpenPEPPOL management model in cooperation with DG Grow and Publication office. The parties of this document are determined to contribute significantly in this work. It is expected that the next version will facilitate gathering of evidence and improved interface with eCertis. Experiences will be documented by OpenPEPPOL WG in such a way that it will be useful for the development of other PEPPOL BIS in the pre-award domain.

4.2 PEPPOL BIS “Get-evidence/VCD”

ESPD and VCD are two different transactions regardless of the fact that

- They are using a lot of common information elements

- Automatic access and validation of qualification documents is a recommended practice
- The two BISs need to be considered in close relationship

Important differences include:

- ESPD is regulated, GET-Evidence/VCD is not
- OpenPEPPOL` work on this transaction needs to cater for the possibility of different service providers offering ESPD- and VCD-services.

An ESPD mapped with e-Certis is an extraordinarily useful tool for an EO to be guided on the evidence to attach, if successful in that tender procedure.

Integrating the ESPD, the e-Certis and eventually integrating the data collected by the national aggregators gathering evidence from several sources whenever possible.

Regarding GET-evidence/VCD there are many possible interoperability scenarios. Below are listed some examples and the work resulting from this position paper will further elaborate and explore how:

- VCD can be used as the mean to deliver evidence from an EO to a CA
- VCD can be used as the mean to deliver evidence of an EO from a national aggregator to a CA
- VCD can be used as the mean to deliver evidence from an EO to a national aggregator and vice versa

With a certified link to the national aggregators, public e-tendering platforms will provide for a secure link for EOs and CAs to access the pre-qualification and attestation documents.

4.3 Other pre-award PEPPOL BIS

For the moment, the amount of structured content in tendering documents isn't enough to substitute the content individually defined in the different eTendering platforms. OpenPEPPOL proposes to collaborate with EUPLAT to develop advanced specifications on tender documents based on work from eSens, CEN and EXEP. Main transactions to be covered include:

- eNotifying
- eAccess
- eSubmission (including eCatalogue)

5. SUMMARY

Public e-tendering Platforms are extremely well-placed to boost the adoption of the Once-Only Principle

We believe there is a need to sustain a common view on interoperability and risks of scattered, not-integrated scenario.

Collaboration between EUPLAT and OpenPEPPOL is an important foundation for consolidating implementation of a true interoperable e-Tendering environment in Europe.



COPYRIGHT PROTECTED
DOCUMENT ©
EUPLAT/OPENPEPPOL 2018

All rights reserved. Unless otherwise specified, no part of this document may be reproduced or used in any form or other means without written permission.