e-Procurement Uptake

Final Report

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Project officers

DWORAK, Bartosz
LOCATELLI, Ivo

Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs (DG GROWTH) of the European Commission
Information Activities Unit R4

Email: Firstname.LASTNAME@ec.europa.eu

Authors

BUYSE, Audrey
DEWYNGAERT, Natacha
LOOZEN, Nicolas
LOPEZ POTES, Monica
SIMONS, Guillaume
ZIEMYTE, Ada

Revised by

AMPE, Floris
BREYNE, Pieter

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Executive Summary

This report on e-Procurement uptake presents the results of an extensive study commissioned by DG GROWTH of the European Commission. The main goal of this report is to provide an overview of the state of e-Procurement and e-Invoicing uptake in the European Union for the years 2012 and 2013.

According to our research, the uptake levels for e-Notification, e-Access and e-Submission, which make up e-Procurement, and e-Invoicing have progressed in all Member States but large disparities subsist.

Figure 1: Overview of the average uptake data aggregated at national level
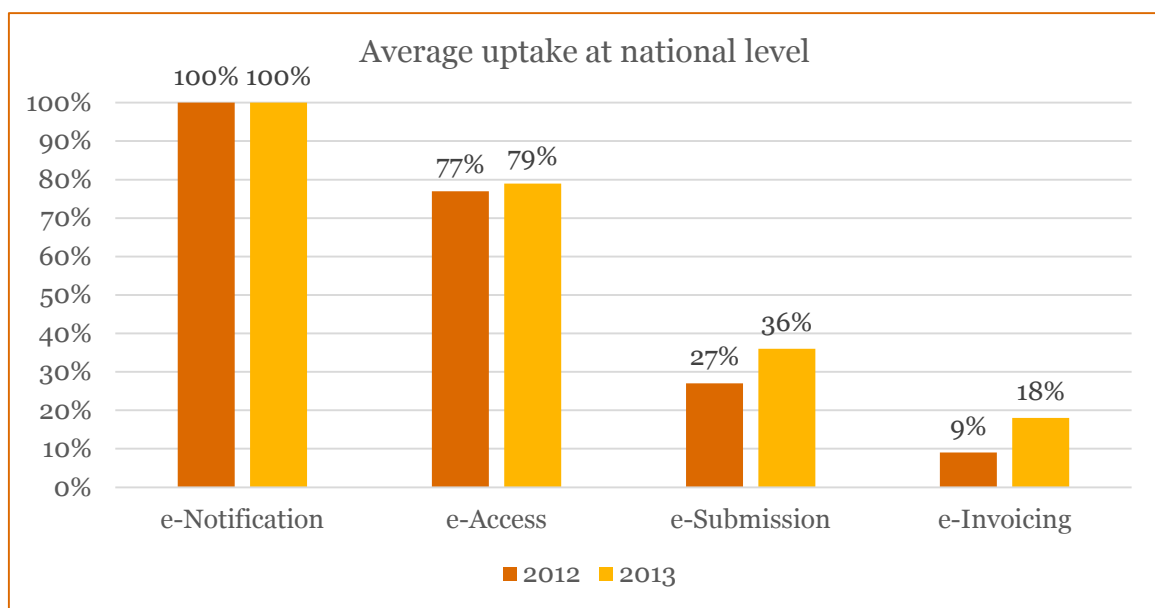
In addition to presenting EU-wide trends, all the information gathered during the study is also presented in the form of 28 individual country snapshots, which summarise all information related to one specific Member State.

By looking at the regulatory environment, the governance structure, the strategy for electronic procurement, and the practices for monitoring the adoption of e-Procurement in each Member State, we identified a number of good practices present in certain Member States which can explain the disparities in e-Procurement and e-Invoicing uptake.

These good practices include the definition of a strategy for e-Procurement uptake with concrete targets, the use of cost-benefit analysis to drive the change towards e-Procurement, the flexible use of e-Signatures and other facilitation measures to guide the transition to e-Procurement and e-Invoicing. This study identifies 7 practices facilitating the uptake of e-Procurement for contracting authorities and 4 practices to facilitate the uptake by economic operators.

Finally, this report is concluded by a set of recommendations to improve the monitoring and support the adoption of e-Procurement. These include agreeing on common definitions and the creation of shared indicators for e-Procurement monitoring in a European framework for e-Procurement monitoring, together with identifying remaining technical and procedural barriers for e-Procurement and e-Invoicing adoption.

Introduction

The table below briefly presents the content of this report grouped into six chapters.

Table 1: Overview of the content

Topic chapter	Objective
1. Objective, scope and constraints of this study	This Chapter lists the objectives and scope of the study requested by the European Commission. It also presents the main constraints faced throughout this study.
2. e-Procurement regulatory environment, strategy and governance	This Chapter first describes the e-Procurement regulatory environment in Europe and the e-Procurement strategy and targeting level applied within Europe. Then, it describes the publication and threshold policy as well as the governance structure and systems implemented by the EU 28 Member States because of their significant impact on the e-Procurement study.
3. e-Procurement measuring and uptake level especially for the main e-Procurement processes	This Chapter presents the e-Procurement measuring and uptake level in Europe. It presents the public procurement uptake level and the uptake level status towards the main e-Procurement processes: e-Notification, e-Access, e-Submission and e-Invoicing. It so includes the regulations implemented by the 28 Member States as well as a quantitative analysis with regard to e-Procurement indicators.
4. Country Snapshots per Member State on e-Procurement status and policy	This Chapter contains the country sheets which present the overview on its e-Procurement status and policy per Member State. It presents a summary per country for the 28 Member States. The information presented was acquired through desk research and interviews with the Member States representatives, who validated the information collected.
5. e-Procurement trends and good practices reported by Member States	This Chapter presents additional findings of our study following the assessment of e-Procurement uptake trends. It summarises the good practices reported by the 28 Member States which highlight some of the key factors for successful e-Procurement at the level of a Member State and the economic operators. The good practices listed here address several different dimensions such as strategy, monitoring, transparency and logistical aspects.
6. Recommendations for the European Commission and the Member States	This last Chapter provides recommendations in order to improve e-Procurement uptake in Europe and especially its data monitoring. The proposed recommendations are mostly linked to the several challenges faced in the context of this study. The recommendations below have been distinguished for both the European Commission and the Member States.

Please note that the country abbreviations mentioned in the present report are listed in the Annex 'Member States and country abbreviations'.

Objective, scope and constraints of this study

This Chapter lists the objectives and scope of the study requested by the European Commission. It also presents the constraints faced throughout this study.

Objective of the study

The main objective of this study is to provide a current overview on the e-**Procurement uptake in Europe and assess the status for 2012 and 2013 in the 28 EU Member States.**

The study aims at **measuring** and **assessing e-Procurement** practices with special regard to mandatory processes in the European Union. Therefore, it includes an assessment of the progress in the e-Procurement processes within the EU: **e-Notification, e-Submission, e-Access and e-Invoicing.**

This objective was reached through the following two dimensions:
- Assessment of the uptake status in e-Procurement by the Member States;
- Analysis and selection of relevant practices from Member States for the whole e-Procurement process.

The study addressed the assessment of e-Procurement uptake within Europe, covering the 28 EU Member States. In a broader scope, it plans to contribute to a shift in Europe towards e-Procurement by mapping uptake practices in the EU Member States.

Scope of the study

In agreement with the European Commission, this study focused on the **national level based on defined e-Procurement indicators**. These indicators were collected and assessed at **national level with particular focus on the following e-Processes: e-Notification, e-Access, e-Submission and e-Invoicing**. This was meant to guarantee a gathering of comprehensive and more specific data from the countries and observe the e-Procurement readiness in each area.

Depending on data availability at national level, regional and local estimates may have been assessed in order to guarantee a broader coverage and better reflection on the countries' administrative processes and policy structures.

Study constraints

This study revealed several challenges related to data collection of e-Procurement information and related indicators.

The main constraints encountered in this study are described below, as they entail limitations to the interpretation of collected figures from Member States as well as for aggregating results at the EU level.

No common definitions, interpretations and indicators

Numerous interviews held for the purpose of this study confirmed that the definitions of e-Procurement and its uptake are interpreted differently in the 28 EU Member States.

Due to the **lack of common definitions**, the study team first shared a list of predefined terminology (see section e-Procurement definitions) and secondly analysed each country's legal context upfront, which also required asking Member States to confirm the country specificities of e-Procurement (e.g. national thresholds, definition of e-Submission, classification of SMEs, e-Request, e-Payment).

In addition, Members States that do measure e-Procurement uptake are often using **different indicators**. For example, e-Submission was found to be measured by monitoring the numbers of tenders submitted electronically (e.g. Belgium), the number of procedures for which at least one tender has been submitted electronically (e.g. France) or the number of procedures for which electronic submission was allowed.

In order to be able to aggregate EU-wide results correctly, the data provided by Member States needed to be homogenous, otherwise the study might increase the chance of misinterpretation of the data collected and results of the study as a whole.

In short, the study revealed the lack of common and clear definitions of e-Procurement and its processes within the EU. Actually, it must be noted that the Directives do not clearly define the electronic processes of public procurement.

The e-Procurement definitions used in the present study and report are presented in the Annex 'e-Procurement definitions'.

Variety of stakeholders, platforms and governance structures

The table below presents the various stakeholders that were contacted during this study. In most of the countries, e-Procurement was found to be handled by different organisations and there was no policy or coordination for monitoring the uptake of e-Procurement. This leads to an increased complexity to collect e-Procurement data for the study purpose of the study.

Member States representatives in expert groups (ministries, procurement bodies, etc.)	*First source of information* **Representatives:** Contact list provided by DG GROW; expanded as necessary
Providers or operators of e-Procurement systems	*Provide electronic systems* **Representatives:** If not represented directly, initial contact was provided through the Member State representatives.
Ministries, regions, local governments for regional and local data	*Hold regional and local data information* **Representatives:** If not represented directly, initial contact was provided through the Member State representative.

National statistical offices	*Hold data on general procurement (annual value)* **Representatives:** If not represented directly, initial contact was provided through the Member State representative.

In order to better understand the complexity of this study, it must be noted that we have identified a **huge number of e-Procurement platforms within the European Union** and their use ranged from central government to local and from specific type of purchases to all.

The Member State representatives were very cooperative in providing information. Nevertheless, **data obtained from specific platforms**, even combined with existing legal ordinance as qualitative information, still needs to be considered prudently, as it does not necessarily cover the whole public procurement in the country.

In addition, when collecting the e-Procurement uptake data from all these platforms, homogenous indicators were not ensured. Sometimes either data was not possible to collect or specific issues arose, such as same tender notices were published on multiplied platforms, making the exercise even more complex.

Actually, the study has revealed that the **data collection process is also highly dependent on the governance structure of the country** (e.g. existence of a regional level). The complexity of the governance structure and systems implemented in the EU 28 Member States in Europe is explained later in the section on 'Governance structure and systems.'

Data availability and data collection issues

During this study, we were faced with major issues concerning the collection of data from Members States and their representatives.

From eight Member States (Denmark, France, Latvia, Luxembourg, Poland, Sweden and the United Kingdom), we were not able to acquire any **general public procurement data**. Six Member States (Austria, Denmark, France, Ireland, Sweden and the United Kingdom) reported that such data did not exist at national level, despite two Member States (Austria and Ireland) providing rough estimates for 2012. For the remaining countries, it was decided not to analyse the data obtained[1] on public procurement, as we observed significant differences in data provided by the Member States and the European Commission estimations of total public procurement expenditure by general government on works, goods and services[2], which was used as a rough benchmark.

In addition, out of the **20 Member States Statistical Offices** (Austria, Belgium, Hungary, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Lithuania, Malta, the Netherlands, Poland, Portugal, Romania, Spain and Sweden) that responded to the request for information, **none said to have e-Procurement statistics** in their database. At the same time 3 Member States (Malta, the Netherlands and Sweden) offered to aggregate such data for a fee. When the Statistical Offices were not able to provide e-Procurement data, we were directed to representatives of Ministries and Public Procurement Offices or monitoring bodies. Furthermore,

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[1] The data received from Member States can be found in Annex.

[2] Estimations were made using Eurostat data and presented in a paper called Public Procurement Indicators 2012 by the European Commission and released on 12 November 2014.

during the desk research it was found that the **statistical reports** rarely fully covered the dimension of e-Procurement.

Concerning **electronic procurement** data, **only 10 Member States collected overall e-Procurement information** (Czech Republic, Estonia, Finland, Italy, Lithuania, Malta, Portugal, Romania, Slovakia and Spain) either in value or volume. Please note that when we refer to e-Procurement data, we are considering the whole electronic procurement value or volume[3]. Due to the various methodologies and definitions used in collecting electronic procurement data in each Member States, the data could not be aggregated to make statistical observations on EU-wide e-Procurement uptake. Further information may be found in the section on e-Procurement measuring level.
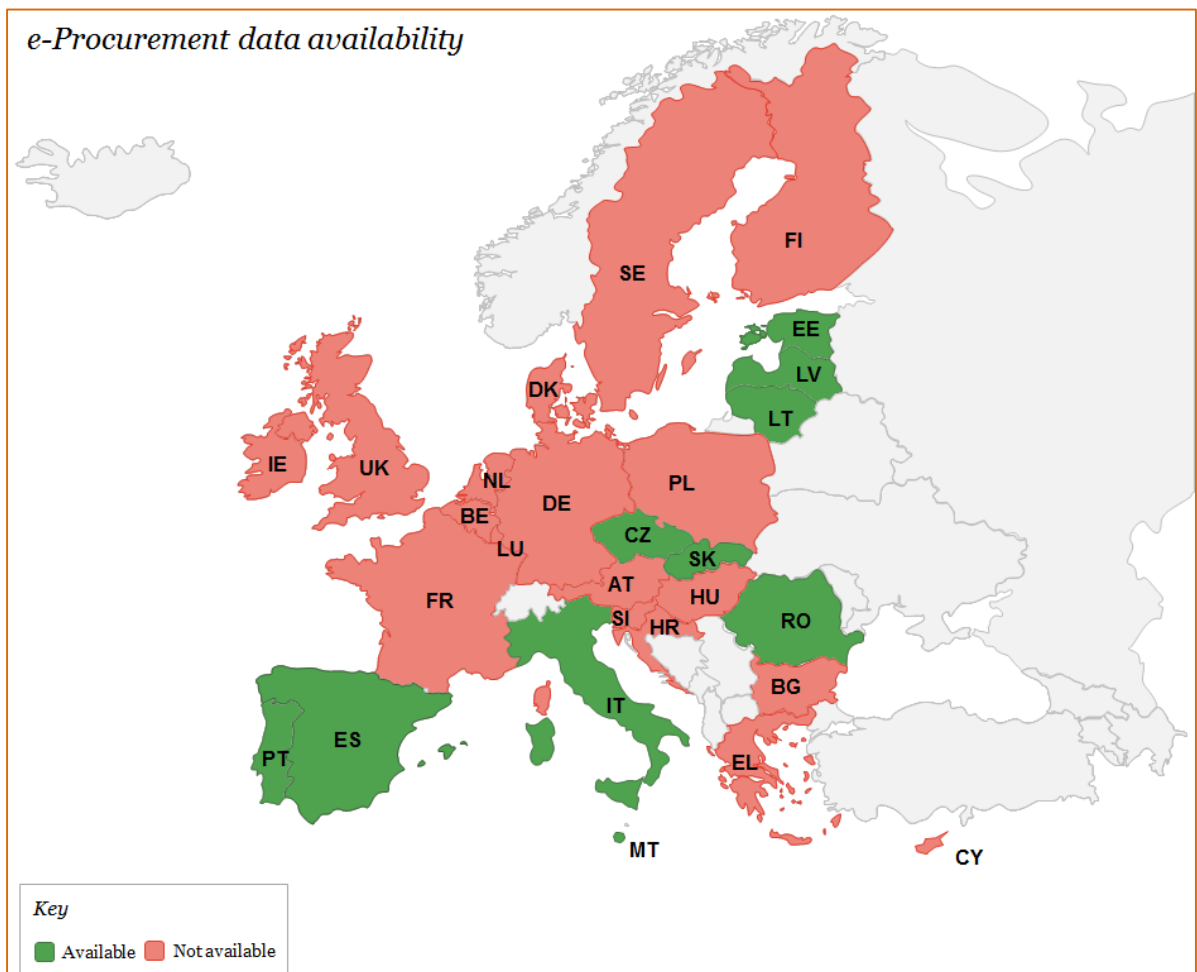
Obtaining uptake levels of pre-award e-Procurement (notably e-Notification, e-Access and e-Submission) for 2012 and 2013 has also been a challenge in some cases.

Concerning **e-Notification**, 3 of 28 Member States could not provide any data (Austria, Greece and Ireland), while 3 Member States (Germany, Spain and the United Kingdom) shared federal or

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[3] We tried to obtain this data through desk research (e.g. reports) and interviews with Member States. During the interview, we asked Member States to provide us with the overall e-Procurement uptake value and volume information for both years. This data as further explained in the section on e-Procurement uptake level was found to refer to different things.

central government level data. In addition, in two Member States (Greece and Malta), a central platform did not exist in 2012, thus data is not available for that year. Therefore, overall a large majority of Member States (i.e. 22 countries) provided aggregated e-Notification uptake information at national level.

Concerning **e-Access**, gathering the data on uptake proved more difficult than for e-Notification. **9 Member States did not share any data related** to e-Access to documents (Austria, Denmark, Germany, Greece, Finland, Hungary, Ireland, Slovenia and the United Kingdom). Three Member States (France, Italy and Spain) provided central government level data. Thus the remaining 16 Member States were able to provide data at national or centralised platform level.

For **e-Submission** it should be noted that during 2012-2013 not all Member States (i.e. Croatia, Bulgaria, Latvia and Luxembourg) had it available as a function. **10 Member States did not share any data** (Austria, Denmark, Finland, Germany, Greece, Hungary, Poland, Slovakia, Slovenia and the United Kingdom) and 2 Member States only shared central government level data (Spain and Italy). The remaining 12 Member States shared e-Submission data aggregated at national level.

For assessing the level of uptake of **e-Invoicing** in public procurement for 2012 and 2013, the study team was also faced with data collection constraints. It was found during the research that e-Invoicing is sometimes not considered to be directly related to public procurement and a separate body is in charge of this e-Procurement function; e.g. there are only few countries where public procurement specialists are represented in the National e-Invoicing Stakeholder Forum (e.g. Belgium, Czech Republic and Ireland). In seven Member States (Bulgaria, Latvia, Lithuania, Luxembourg, Malta, Romania and Slovakia), e-Invoicing for **business-to-government** (B2G) was not available as a function in 2012 and 2013 and **only four Member States** collected B2G e-Invoicing data (Denmark, the Netherlands, Poland and Sweden). Therefore, the remaining seventeen Member States did not collect or were not able to aggregate such information at national level for 2012 and 2013. This is mainly due to the fact that e-Invoicing is just starting to be gradually made mandatory across the different Member States in the EU.

To summarise, the lack of exhaustive data created limitations to the EU uptake analysis. Further detailed overview of the mandatory processes and aggregated uptake data at national level is presented in section on e-Procurement uptake level (refer to Table 5).

e-Procurement regulatory environment, strategy and governance

This Chapter describes first the e-Procurement regulatory environment in Europe and the e-Procurement strategy and targeting level applied within Europe.

Then, it describes the publication and threshold policy as well as the governance structure and systems implemented by the EU 28 Member States because of their significant impact on the e-Procurement study.

e-Procurement regulatory environment

Overall, the legislative and regulatory environment in Europe is favourable to e-Procurement implementation and sets new opportunities for coordination in the European Union that could bring benefit for the Single Market.

In 2011, a proposal was introduced by the Commission in order to revise Directive 2004/17/EC (procurement in the water, energy, transport and postal services sectors) and 2004/18/EC (public works, supply and service contracts). This proposal was introduced in line with the Europe 2020 strategy objectives to ensure an efficient use of public funds. The revised directives ([Directive 2014/24/EU](#) and [Directive 2014/25/EU](#)) that came into force in April 2014 aim at making electronic procurement progressively mandatory.

By April 2016 notices will have to be sent electronically for publication (e-Notification) and electronic access to tender documents (e-Access) will become mandatory. A year later, by March 2017 electronic submission of offers (e-Submission) will become mandatory for central purchasing bodies (specialised bodies buying on behalf of other public buyers), while by September 2018 e-Submission of offers (e-Submission) will become mandatory for all contracting authorities.

On **16 April 2014,** the European Parliament and the Council reached an agreement on the [Directive on e-Invoicing in public procurement](#), which calls for mandatory reception and processing of electronic invoices using the new European standard. This initiative aims at helping businesses that already use or wish to use e-Invoicing, but are faced with different challenges on the receiving side in public procurement. By making it obligatory for all contracting authorities and entities to accept electronic invoices that were sent using a European standard, it will provide assurance to businesses that if they invested in an e-invoicing system, the same standard will be accepted throughout the EU.

This agreement endorsed by the Member States will contribute to eliminating barriers to cross-border public procurement, creating new business opportunities, and ensure interoperability between national e-Invoicing systems and a better functioning of the Single Market.

e-Invoicing is an important step towards paperless public administration. Based on estimations the adoption of e-Invoicing in public procurement alone across the EU could generate savings of up to €2.3 billion per year. The new rules will greatly simplify the processing of e-Invoices for both governments and businesses, including SMEs. In order to reduce complexity, it was also agreed to

establish a common EU standard for e-Invoicing in public procurement and ensure interoperability with existing national standards.

The Directive on electronic invoicing in public procurement came into force in May 2014 and Member States are asked until November 2018 to have the Directive transposed and implemented. The possibility to postpone this deadline by an additional 12-month period is provided to regional and local authorities, as they might have more limited resourced and less developed infrastructure.

To summarise, the **EU Directives are driving mandatory practices in all Member States**.

Figure 2: Procurement process and practice

2016
e-Notification and e-Access become mandatory

→

2017
e-Submission mandatory for CPBs

→

2018
e-Submission (all CAs) and e-Invoicing* become mandatory

→

2019
e-Invoicing mandatory for all CAs and CEs
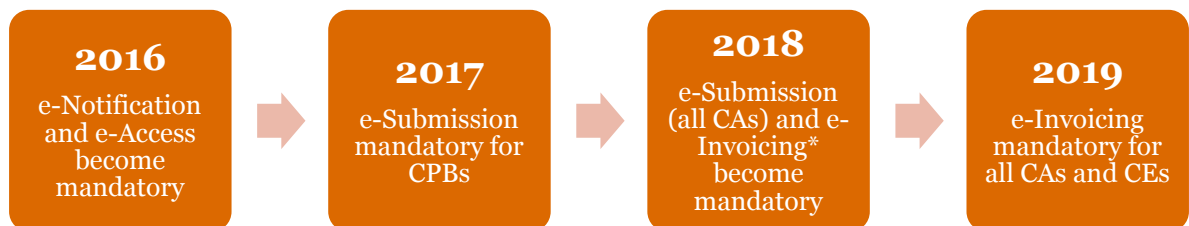
Note: e-Invoicing may be postponed for sub-central authorities.

Given that the new Directive implements a new European standard, but does not replace existing e-Invoicing standards, it should not prevent from continued use of national systems. Furthermore, the new standard will to a large extent be based on already-existing specifications and on work which has already been undertaken by European Committee for Standardisation (CEN).

e-Procurement strategy and targeting level

The information collected from the EU 28 Member States regarding their e-Procurement strategy and the presence of uptake targets is presented below. It has been aggregated at EU level to illustrate the trends by showing this information on EU maps.

More than half of the countries in Europe, **16 countries in total, have established strategic documents** related to e-Procurement and 3 countries plan to do so (Denmark, Czech Republic and Slovakia).

However, **9 countries do not have any strategic document** related to e-Procurement (Cyprus, Finland, France, Hungary, Italy, Malta, Slovenia, Spain and the United Kingdom).

The map below illustrates the EU trend towards the existence of an e-Procurement strategy.

e-Procurement strategy

Key
- ■ Available
- ■ Planned
- ■ Not available
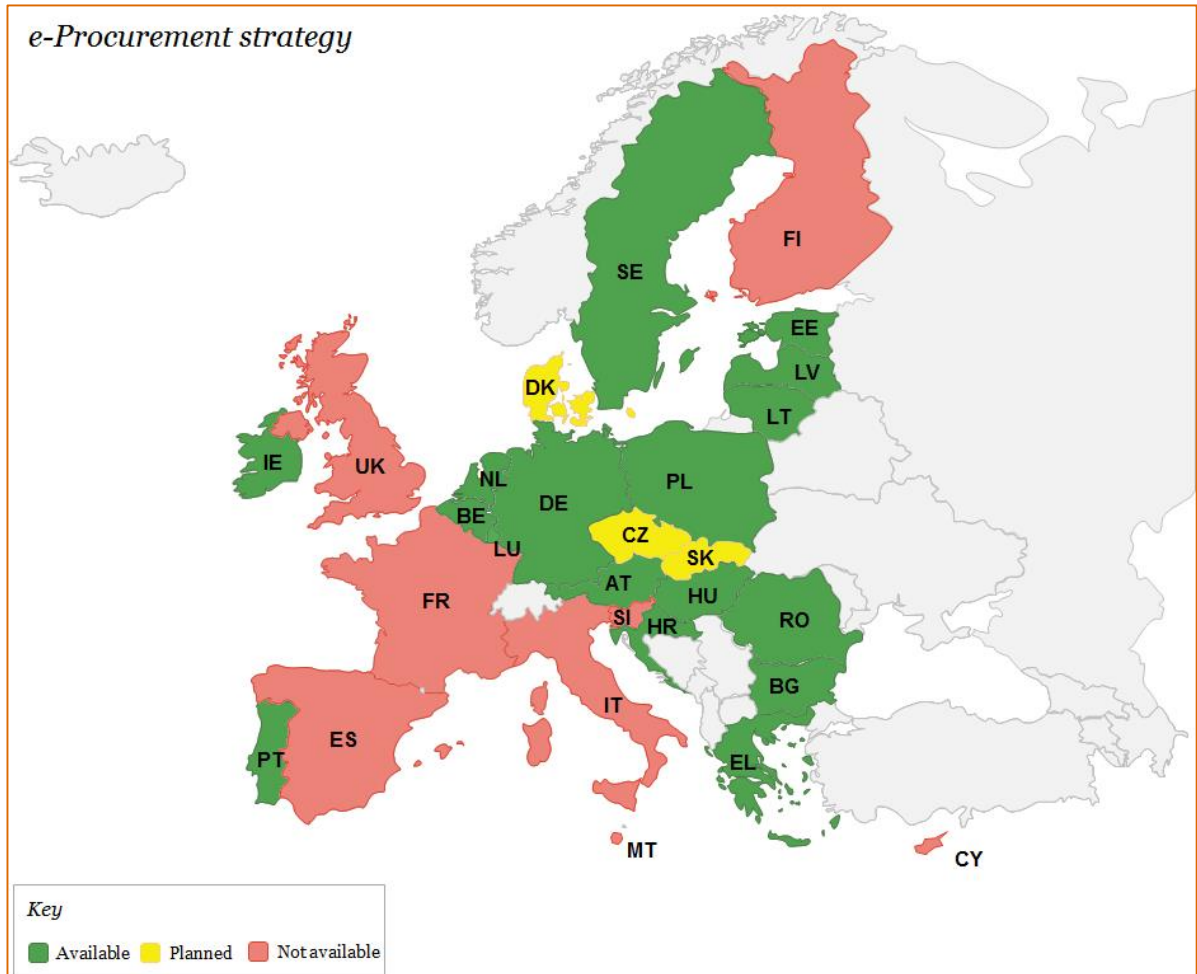
The countries listed below have a strategic document or observed a strategic approach that refers to e-Procurement.

Reported (or planned) strategies of the countries concerned:

- **Austria:** There is a Master Plan for e-Procurement prepared by a multi-stakeholder group.

- **Belgium:** The e-Procurement strategy is set on administrative/board level. For the federal government, it is defined in the Federal Practice Note (P&O c-012-02068).

- **Bulgaria:** There is a strategy for development of procurement for 2014-2020, e-Procurement is an important part of it.

- **Croatia:** There is an e-Procurement strategy for 2013-2016.

- **Czech Republic**: Czech Republic counts on the national e-Procurement strategy for 2011-2015 for establishing new goals and evolving towards e-Procurement. The main objective is to have an end-to-end electronic procurement platform by 2015.

- **Denmark:** e-Invoicing is a core part of the e-Government Strategy 2011-2015 and an overall strategy for e-Procurement is planned.

- **Estonia**: There is a Public Procurement Act, which includes uptake goals for e-Procurement.

- **Greece**: The National Strategic Reference Framework 2007-2013 included e-Procurement in the context of the State Reform.

- **Germany:** The digitisation and standardisation of public procurement is a priority project of the government programme 'Digital Administration 2020' (DiV 2020).

- **Hungary:** In Hungary, a Conceptual Proposal has been adopted by the government. It contains the implementation of the new EU Directives and deals with issues related to e-Procurement.

- **Ireland**: There is a strategy available since 2001 with a focus on savings that can be achieved by using e-Procurement.

- **Latvia:** The IT technology strategy since 2004 plans the development and the roll-out of e-Catalogue and the implementation of e-Auction.

- **Lithuania**: In 2009, Lithuania approved its Strategy of the Development and Improvement of the Lithuanian Public Procurement System for 2009-2013. Currently new strategic measures are under preparation and will focus on end-to-end e-Procurement.

- **Luxembourg**: The strategy consists of creating an electronic one-stop-shop for public procurement, which centralises calls for tenders, notices and public procurement legislation online.

- **Netherlands**: The main objective of the strategy is to carry out the promotion of e-Procurement by making the necessary tools available.

- **Poland**: The main goal of the Digitalisation Plan for the Public Procurement is to create a central system of electronic public procurement.

- **Portugal**: The main objectives and key strategic elements are defined in the national legislation. The goal is to implement the e-Ordering, e-Catalogue and e-Invoicing phases (post-award phases except for e-Payment) in what is the evolution towards end-to-end e-Procurement. Other objectives are to ensure the interoperability among different certified platforms in order for the economic operators to only register once.

- **Romania**: There is a National Strategy for Electronic Procurement. It aims at the transition to the public procurement process exclusively by electronic means, setting objectives and monitoring public procurement.

- **Slovakia:** The transposition of the new Directives on Public Procurement making electronic processes mandatory is planned.

- **Sweden**: There is an e-Government Action Plan that contains e-Procurement.

17 Member States have reported either specific targets (14 out of 17) **or partial targets** (3 out of 17) to implement their e-Procurement strategies. Another one (the Czech Republic) plans to implement targets.

However, **8 countries reported no targets** towards e-Procurement strategies (Denmark, Finland, France, Italy, Latvia, the Netherlands, Sweden and the United Kingdom) although 3 of them do have a strategic approach (Latvia, the Netherlands and Sweden).

No reported information was obtained for 4 countries (Greece, Hungary, Slovakia and Slovenia).

The map below shows the EU trend towards the existence of specific targets.

Targeting e-Procurement uptake

Key
Yes · Partially · Planned · No · No information
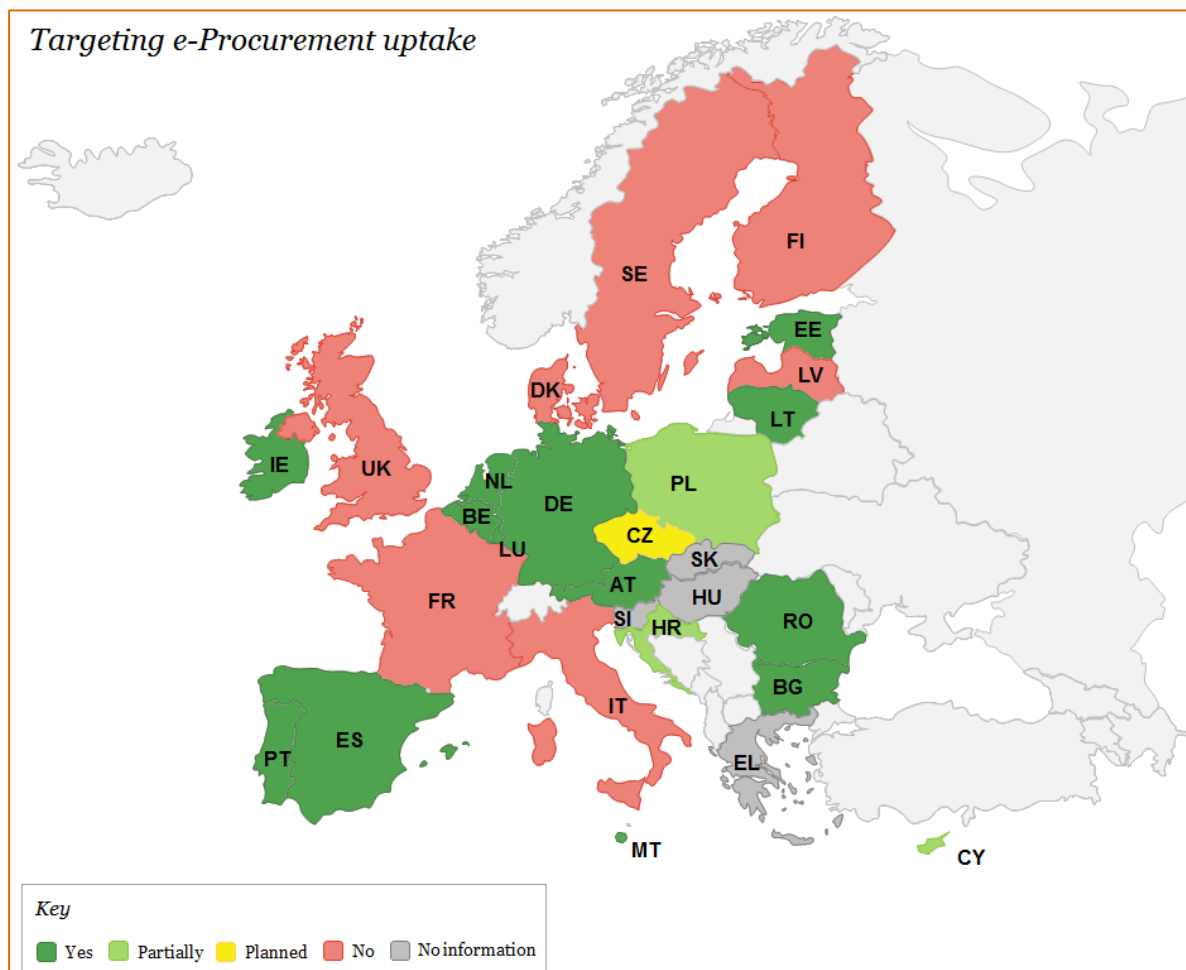
The list below presents the countries that have set targets (partially and/or plan to do so) and that in some cases aim at specific uptake levels. Not all the targets are specified with concrete KPIs. For countries with detailed targeting information, the KPIs have been included in the list.

It is also important to point out that the usual approach adopted to reach, for instance, a target of 100% of e-Submission is gradual meaning that each year e-Submission has to reach a higher percentage of total procurement.

Information on targets and strategies reported by Member States:

- **Austria:** The Austrian Master Plan for e-Procurement, which has been set up by a multi-stakeholder group, defines targets towards the uptake of e-Procurement.

- **Belgium**: The e-Procurement targets in Belgium are set on administrative and board level.

- **Bulgaria:** The new strategy for the development of procurement in Bulgaria and the related action plan have set targets for the implementation of e-Procurement.

- **Croatia:** Croatia has not explicitly defined targets as a KPI, but refers to reaching objectives and setting priorities towards end-to-end e-Procurement uptake. Gradually, e-Submission is introduced as a mandatory practice with concrete target dates.

- **Cyprus**: In Cyprus, targets are set gradually and the government plans to have an uptake of 100% for e-Submission by 2016.

- **Czech Republic**: By 2015, the Czech Republic plans to have an end-to-end electronic platform but there are no uptake targets.

- **Estonia**: In Estonia, the uptake level of e-Submission is set at 50% of the procurement budget. This target has been in place since 2013 but it was barely not met in 2013 (e-Submission was at 45%).

- **Germany:** The transition towards e-Procurement in Germany is based on clear milestones and measurable targets. The main objectives to be reached are standardising and pooling efforts, pooling the demand and increasing the uptake.

- **Ireland**: In Ireland, KPIs related to the uptake of e-Procurement are identified and mainly focus on savings.

- **Lithuania**: The target is that e-Procurement amounts to at least 50% of the total value of all procurement.

- **Luxembourg**: Luxembourg has defined an e-Access target uptake level of 90% for 2014.

- **Malta:** By 2015, Malta aims to achieve 100% e-Procurement uptake. The data of the system allows to keep track of any increased take-up towards the 100% target.

- **Netherlands**: By 2014, it was planned to achieve 80% uptake of e-Invoicing at central government level.

- **Poland**: An e-Procurement project is currently running in Poland, which aims to putting in place a central e-Procurement platform by 2018. The feasibility study that is drafted by the PPO will take the EU Directive into consideration and the deadline for the uptake of e-Procurement. There are, however, no target in terms of uptake percentages.

- **Portugal**: For all contracting authorities, the usage of e-Procurement is set at 100% in Portugal.

- **Romania**: Since 2010, each contracting authority should use electronic means (i.e. e-Submission) for a total value representing 40% of public procurement procedures (including direct purchases) and an objective to reach 100% uptake by 2018 has also been set up.

- **Spain**: By 2015, a target of 60% is set for companies to send and receive electronic invoices.

Publication and threshold policy

The online publication of prior information notices as defined in Directive 2004/18/EC has been implemented differently in the EU 28 Member States. While all notices for procedures above the thresholds defined in the Directive are published in Tenders Electronic Daily (TED[4]), Member States have often imposed stricter thresholds for the publication of notices.

TED is the supplement of the Official Journal of the EU dedicated to public procurement. It contains notices sent by members of the European Union, the European Economic Area and others (in particular Switzerland and Macedonia). It is updated five times a week with approximately 1,500 public procurement notices per day to provide free access to business opportunities. Information about procurement is published in the 24 official EU languages.

Countries which have lower thresholds also differentiate their policy between publication in the national official journal and in TED. For example, Finland has lower national thresholds than what

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[4] http://ted.europa.eu

the Directive foresees, but only notices above the EU thresholds are sent automatically from the national e-Notification platform to TED.

The figures below illustrate the various thresholds applied across Europe for those two categories of purchases.

Figure 3: Goods and services thresholds
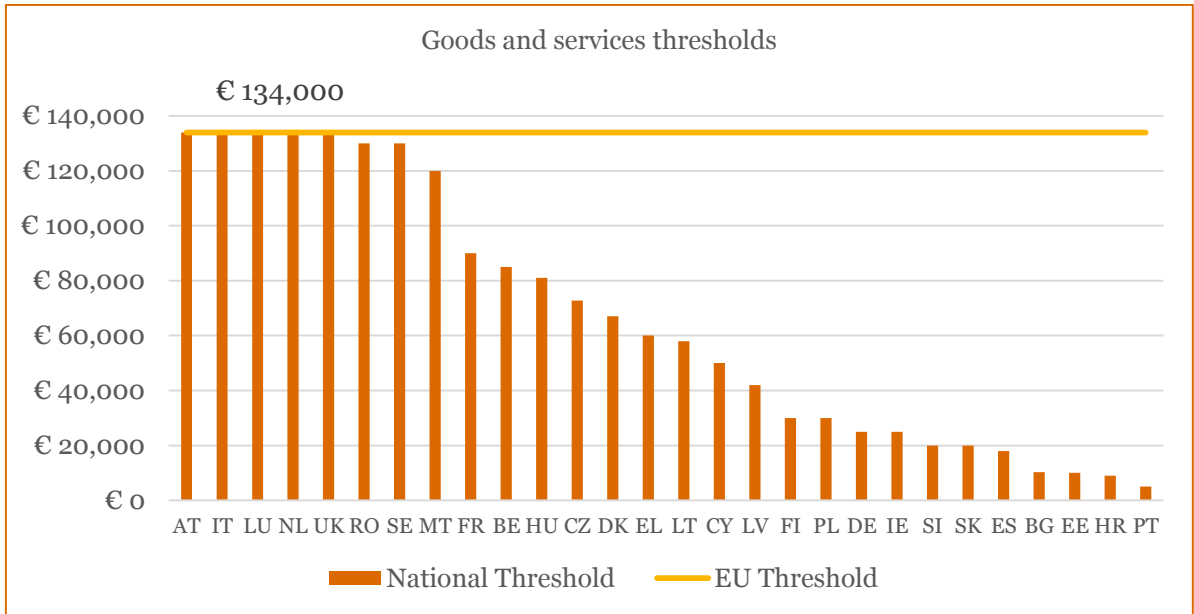
Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

Figure 4: Works thresholds
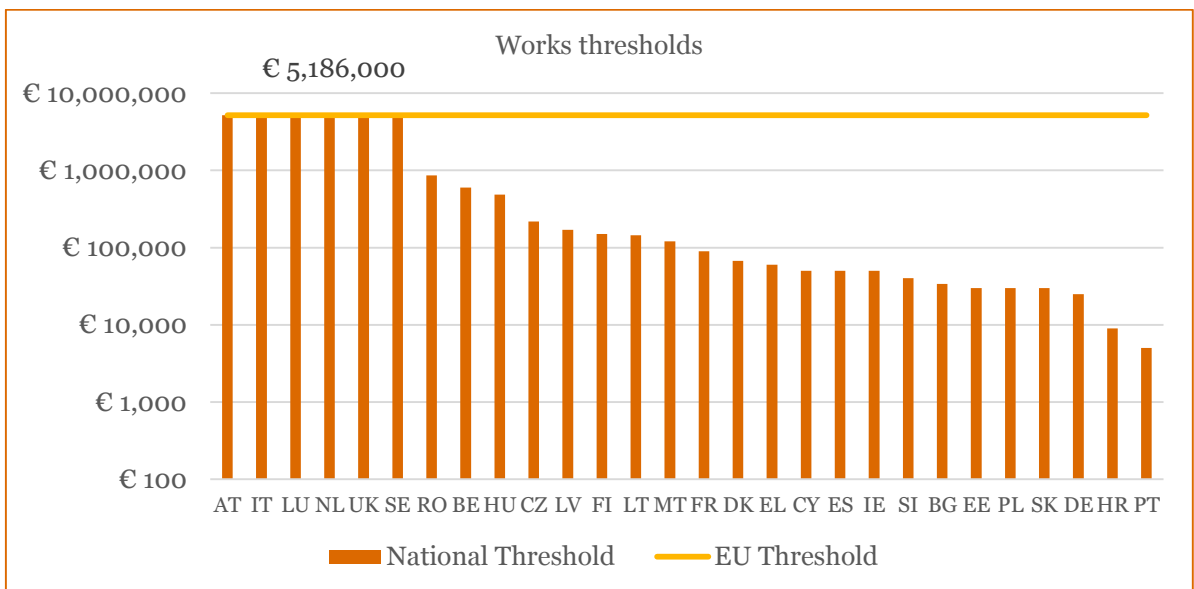
Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

Due to the diversity of thresholds for publication of notices in Europe, public procurement data provided by Member States refers to different shares of public procurement and is consequently not easily comparable. This diversity is presented in the list below of policies reported by countries.

Reported policies towards thresholds or specific procedures:

- **Austria**: The EU threshold applies for purchases of goods and services and public works. There is no central notification platform.

- **Belgium**: The national threshold is €85,000 for services and goods, and €600,000 for works. Notices must be published on the national e-Notification platform. The platform also allows to search for tenders below thresholds.

- **Bulgaria:** There are national thresholds for goods and services between BGN 20,000 (€10,225) and BGN 66,000 (€33,745) and for public works between BGN 66,000 (€33,745) and BGN 264,000 (€135,000) – so-called public announcements (or small notices) are used in these cases. Below these thresholds simplified rules apply and contract notices are not mandatory.

- **Croatia:** Publication of all notices above the national threshold of HRK 70,000 (ca €9,140) is mandatory on the platform for all contracting authorities since 2008.

- **Cyprus:** e-Notification is not mandatory in case of simplified procedures and tenders below €50,000.

- **Czech Republic:** The national threshold in case of public supply contracts and public service contracts is CZK 2,000,000 (€73,000), excluding VAT, and CZK 6,000,000 (€219,000) in case of public works contracts. For e-Marketplaces, the threshold for publication is CZK 50,000 (€1,825) for national authorities and their sub-units. The threshold for purchases of goods and services is CZK 1,000,000 (€36,500), excluding VAT, and CZK 3,000,000 (€109,500), excluding VAT for construction works.

- **Denmark**: For public work contracts and for public service contracts, the threshold is DKK 500,000 (€67,200).

- **Estonia:** The national threshold for goods and services is €10,000 and €30,000 for public works. Estonia believes that a low threshold facilitates SME access.

- **Finland:** The national threshold for supplies and services and for service concessions is €30,000; €100,000 for healthcare, social services and training services as a joint procurement; €150,000 for public concessions and public works, and €30,000 for design contests.

- **France:** e-Notification on the official journal for public procurement BOAMP is mandatory for procurements above €90,000.

- **Germany:** The threshold for procurements by direct award differs from ministry to ministry. For the Federal Ministry for Economics and Energy, the current threshold is €25,000.

- **Greece:** The contracting authorities must use the new central government electronic procurement system ESIDIS at all stages of the procurement process for contracts with an estimated value of at least €60,000, excluding VAT.

- **Hungary:** Contracting authorities do not need to publish a call for tender below HUF 25,000,000 (€81,000) for supply and services and HUF 150,000,000 (€486,000) for works.

- **Ireland:** The threshold for products and services is €25,000; €10,000 for ICT procurements and €50,000 for all public works and works-related services contracts.

- **Italy:** The EU threshold applies for purchases of goods and services and public works. Notices above threshold are published in TED.

- **Latvia:** Published centrally as from €42,000 for goods and services and €170,000 for works.

- **Lithuania:** Small value procurement tenders are below €58,000 for goods and services and €145,000 for works. Since 1 January 2014, all notices including small value tenders need to be published online.

- **Luxembourg:** The EU threshold applies for purchases of goods and services and public works.

- **Malta:** The threshold is mandatory for all kinds of goods for purchases above €120,000. It refers to the value below which tenders are published by the contracting authorities.

- **Netherlands:** The EU threshold applies for purchases of goods and services and public works.

- **Poland:** The national threshold is €30,000 for goods and services and for public works.

- **Portugal**: There is a threshold of €5,000 for the Simplified Direct awards.

- **Romania**: The threshold is €130,000 for services and goods and €865,000 for public works.

- **Slovakia**: The lower value for tenders below the limit is €20,000 for goods and services and €30,000 for works.

- **Slovenia**: Based on Art. 12 of the Public Procurement Act (2) and the Defence and Security Act "the contracting authority shall send to the publication of the procurement portal above" €20,000 for goods and services and €40,000 for works contracts. The Act on Public Procurement in the water, energy, transport, and postal services sectors refers to €40,000 for goods and services and €80,000 for work contracts.

- **Spain**: The national threshold is €18,000 for public services and €50,000 for works. As from 2015, information about below threshold contracts will also be published, but in a simplified format.

- **Sweden**: The national threshold is €130,000 for goods and services and €5,000,000 for public works.

- **United Kingdom**: The EU threshold applies for purchases of goods and services and public works. There is currently no specific national law covering below-threshold procurement. Notices above EU threshold are published in TED.

Unless specified otherwise, the e-Procurement data presented further in this report always refers to the procurements above the national thresholds.

Governance structure and systems

The study revealed various governance structures combined with different platform types. This information needed to be raised because it significantly impacts the data availability and collection procedure in the respective countries.

Central and sub-central government level

The share of general government procurement either allocated to central or sub-central level was found to be helpful in identifying the importance of regional or local administrations in the respective countries.

12 Member States have **less than 50% of government procurement** funds at **central level** and thus in these countries the collaboration between the central government and regional and local administrations is very important. Out of those Member States 3 were **federal States** (Austria, Belgium and Germany) and 9 countries were **unitary States** (the Czech Republic, Denmark, Finland, France, Italy, the Netherlands, Poland, Spain and Sweden). It is considered that the aforementioned Member States either have a federal governance system or have a strong regional independence as they have a high share of procurement allocated to the sub-central level.

For instance, in 2011 Spain had the largest share of general government procurement at sub-central level that amounted to 87%. By looking in more detail for 2012, one finds that only 24% of the total national public procurement value[5] was carried out at the central level. This shows that in the procurement was mainly concentrated in regions (47%) and local entities (19%) and that the sub-central administration in Spain has a lot of importance and independence. The main regions in Spain accounted for the following share of total national public procurement in 2012: Catalonia – 14%, Andalucía – 9% and Madrid – 6%[6].

The table below presents an overview of the governance structures in the 28 EU Member States.

Table 2: Share of general government procurement value at central or sub-central level in the Member States, 2011

	Share of general government procurement by level of government, excluding social security funds (2011)[7]	
MS	**Central**	**Sub-central**
ES	13%	87%
BE	18%	82%
IT	20%	80%
DE	21%	79%
FI	28%	72%
AT	30%	70%
DK	31%	69%
SE	31%	69%
FR	36%	64%
NL	38%	62%
PL	42%	58%
CZ	44%	56%

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[5] Information was retrieved from the website of the Electronic Contract Registry:
http://rpc.meh.es/informes/informes2012/Totales/Totales_2012.html

[6] Information was retrieved from the website of the Electronic Contract Registry:
http://rpc.meh.es/informes/informes2012/CCAA/CCAA_2012.html

[7] The government procurement here includes the values of procurement for central, state and local governments. The sub-central component refers to state and local governments.

SK	54%	46%
UK	60%	40%
SI	61%	39%
EE	64%	37%
LU	63%	37%
IE	68%	32%
PT	71%	29%
EL	76%	24%
BG	N/A[8]	N/A
CY	N/A	N/A
HR	N/A	N/A
HU	N/A	N/A
LT	N/A	N/A
LV	N/A	N/A
MT	N/A	N/A
RO	N/A	N/A

Source: OECD (2013), "Public procurement spending", in Government at a Glance 2013, OECD Publishing, http://dx.doi.org/10.1787/gov_glance-2013-44-en.

Relevance of regional levels

For some countries, regional levels have a strong relevance while having or not regional platforms. If relevant for a specific country, a focus was made on the country regions. For all the countries having specific regional platforms or even a specific regulation at regional level such as regional decree making elements of e-Procurement mandatory, the specific information gathered has been included in the '*Country Snapshots*' of each country concerned.

The main criteria for assessing the relevance of the regional level to be considered in this study were the following:

- Their degree of autonomy and capability to run their own processes and their own infrastructure for e-Procurement and not having (yet) to report to the national government. This means, at all stages, a degree of independence that requires knowing the uptake in each of the regions in order to have a global overview of the whole country.

- Their degree of autonomy in terms of regulation which may allow each of the regions to have different rules and procedures to implement the e-Procurement activities.

- Some of the regions can be considered as a reference within their own country due to the good practices implemented.

- The most representative regions in terms of value of procurement, so that it will be possible to extrapolate results and draw up conclusions.

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[8] Note: For some of the Member States, the share of general government procurement by level of government was not included in the study conducted by OECD (2013).

The map below presents the countries that have a **strong regional organisation: Austria, Belgium, France, Finland, Germany, Italy, Luxembourg, Portugal, Spain and the United Kingdom**.

Platforms (regional/sub-central level)

Key
- Regional
- Not regional
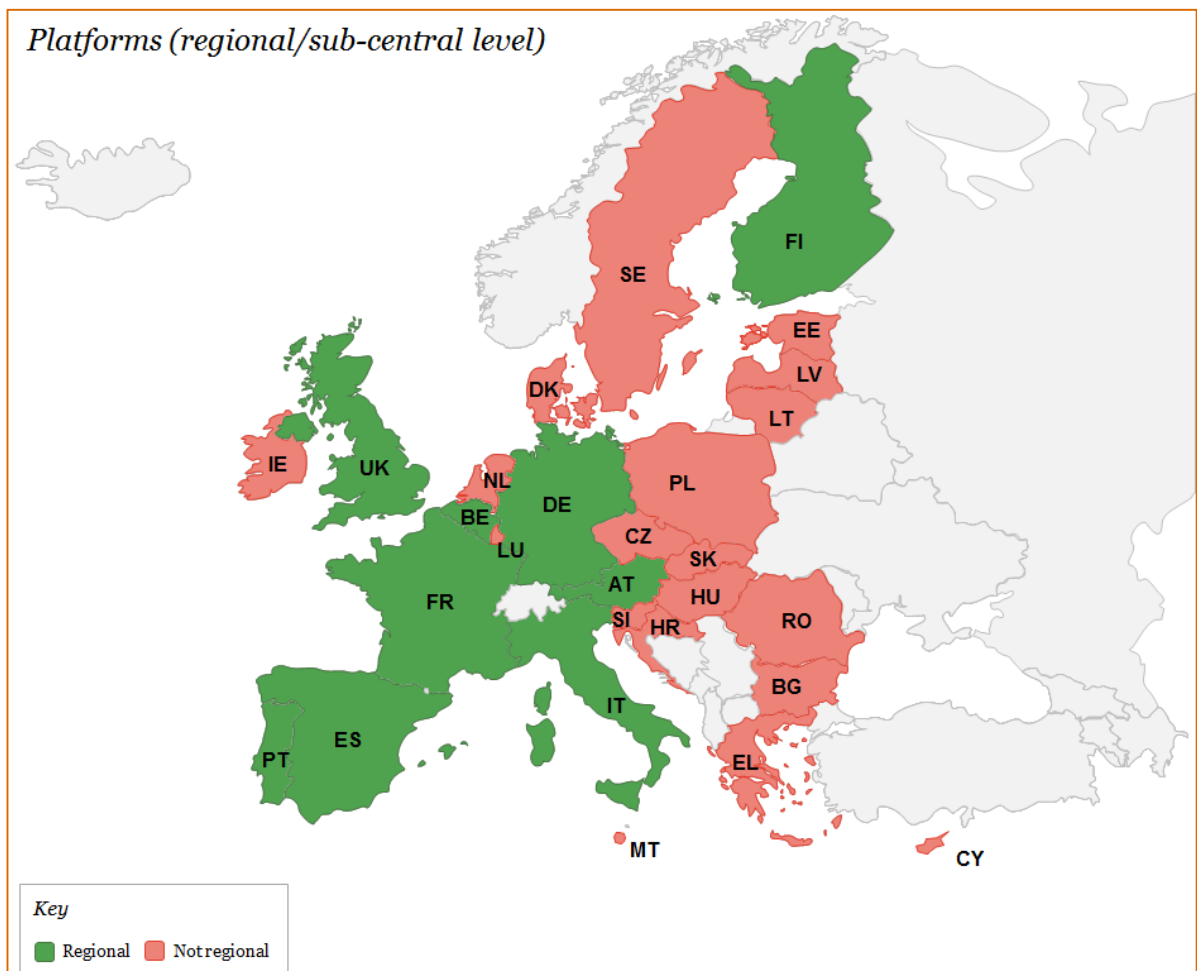
Regional aspects of concerned countries:

- **Austria**: Austria has 9 Federal States (Bundesländer) and 2,354 municipalities. The Federal Constitutional Law describes the roles of the federal and Länder levels. Public procurement rules are regulated at federal level but Länder have to be consulted and need to agree upon them (Art. 14b). Municipalities do not have autonomous policies and apply the Federal Public Procurement Law. For e-Notification, municipalities follow the rules set up at Länder level. Each constituent State (Land) has its own platforms.

  - At Länder level, several e-Procurement portals exist, i.e. Upper Austria, Carinthia, Burgenland, Salzburg, Tyrol, Vorarlberg, Vienna, Styria, and Lower Austria.

- **Belgium**: Belgium is a Federal State with 3 regions (Flanders, Wallonia and Brussels) and 3 communities (Dutch-speaking, French-speaking, and German-speaking). There are 10 provinces and 589 municipalities.

  - A central portal and platform is used at federal level and in the Flemish region. The Walloon government has developed its own portal for its ministries, which can be used by all French-speaking public authorities.

- **France**: France is divided into 27 administrative regions. The regions are further subdivided into 101 departments. These departments are subdivided into 341 districts, which have 4,051 cantons. These cantons are then divided into 36,697 communes. All referred together are called sub-central authorities.

  - There are over 40 regional and departmental platforms.

- **Finland:** Finland is divided into 19 regions. These regions represent a linguistic, cultural and economic border. The 6 provinces are purely administrative divisions of the central government. There are 320 municipalities.

  - All contracting authorities have to publish their contract and award notices exceeding national thresholds in HILMA. Commercial platforms are currently used by 80 regional and local governments through a framework agreement and enables e-Submission, e-Evaluation, e-Awarding and e-Auctions.

- **Germany**: Germany is a Federal State with 16 Länder and 12,013 municipalities. The Länder and municipalities have autonomy in procurement matters.

  - The Länder and municipalities are autonomous and developed their platforms independently.

- **Italy**: In Italy there are 20 regions, of which 5 are constitutionally given a broader autonomy granted by special statutes. Regions are autonomous entities with powers defined in the Constitution.

  - Public procurement is based on a national networked system ('*sistema a rete*') in which the national central purchasing body Consip coexists with regional central purchasing bodies, such as Intercenter-ER.

- **Portugal**: Portugal consists of 18 districts and 2 autonomous regions (Azores and Madeira). These are further subdivided into 308 municipalities and in 4,260 '*freguesías*'.

  - There are 7 certified e-Platforms, which guarantee interconnection with the Base portal via web services. The certified platforms are: acinGov, anoGov, Compras Gov, Gatewit, ComprasPT, saphetyGov, and VortalGov.

- **Spain**: Spain has 17 autonomous communities and 2 autonomous cities (Ceuta and Melilla). There are 50 provinces and 8,119 municipalities.

  - This implies that each community has independent legislative and executive powers, and is administered by its own representative. There is a high degree of decentralisation in the country and all autonomous communities and local administrations are allowed to have their own e-Procurement platform.

- **United Kingdom**: There are 24 Ministerial Departments, 24 Non-Ministerial Offices, over 300 agencies and other public bodies, and 12 public corporations under the Prime Minister and Deputy Prime Minister's Offices. Devolved government administrations include the Scottish Government, the Welsh Government and the Northern Ireland Executive.

  - Several platforms used by local and regional government agencies, including shared service centres by certain sectors (e.g. healthcare, emergency services, etc.)

Centralised and decentralised approach/platforms

Platforms are crucial for e-Procurement uptake as they provide the technical availability of an e-Procurement process to both contracting authorities and economic operators. Practices on the

platforms show high variety in the countries and often relate to the general administrative structure of the country. There are public and private platforms.

When we talk about a centralised or decentralised approach to e-Procurement, the administrative and regulatory environments for public procurement are being taken into consideration. In terms of regulatory or legal environment, in some Member States, public procurement rules may differ per region, constituent state or government level. For example, we consider Germany to follow a decentralised approach to e-Procurement, as public authorities at federal, Land or local level follow different rules, due to the fact that Länder and municipalities have autonomy in procurement matters. In terms of administrative environment, in some Member States, public procurement administration is left to different regions, due to their strong independence. For example, we consider Spain to follow a decentralised approach to e-Procurement, as all autonomous communities and local administrations are allowed to manage independently their public procurement. Therefore, we consider a Member State to follow a centralised approach to e-Procurement, if it has one single regulatory environment within the country and e-Procurement administration is either done at central level or is well coordinated at different levels.

The below tables presents the 3 major cases revealed when analysing the approach towards e-Procurement and the implemented platforms in the EU 28 Member States.

- The Member State has a **highly centralised approach towards e-Procurement**, which consequently leads to a **centralised platform**.

  This is the case for **15 Member States** as shown in the table below, from which **9** countries (Croatia, Cyprus, Estonia, Latvia, Lithuania, Luxembourg, Malta, Romania and Slovenia) have one centralised platform per country. The remaining **6 Member States** additionally have local platforms (Bulgaria, Denmark, Finland, Hungary and Slovakia).

| MS | Platform types | | | |
	Centralised	Other, several centralised	Private	Regional
BG	✔	⬤	✔	⬤
HR	✔	⬤	⬤	⬤
CY	✔	⬤	⬤	⬤
DK	✔	⬤	✔	⬤
EE	✔	⬤	⬤	⬤
EL	✔	⬤	✔	⬤
HU	✔	✔	✔	⬤
IE	✔	⬤	✔	⬤
LV	✔	⬤	⬤	⬤
LT	✔	⬤	⬤	⬤
LU	✔	⬤	⬤	⬤
MT	✔	⬤	⬤	⬤
RO	✔	⬤	⬤	⬤
SK	✔	⬤	✔	⬤
SI	✔	⬤	⬤	⬤

Key: ✔ Yes   ⬤ No

As an example, in **Ireland,** 68% of general government procurement is spent at the central government level (see Table 2), it has the same regulatory environment within the country and e-Procurement is administered at central level. Therefore, we conclude that it follows a centralised approach to e-Procurement, along with a single national platform used by all contracting authorities at national, regional and local levels. In addition, in this case, collected data concerning e-Procurement can be considered to be well represented of the whole country, due to centralised approach.

In general, if we compare our conclusions with findings in Table 2, this group of Member States that has a highly centralised approach towards e-Procurement and uses a centralised platform, is consequently more likely to spend a higher share of general government procurement value at central rather than sub-central level; **on average** for OECD Member States (i.e. Denmark, Estonia, Greece, Ireland, Luxembourg, Slovakia and Slovenia) in this group in 2011, **spending at central level** amounted to **60%**.

- The Member State has a **highly decentralised approach** towards e-Procurement, but follows a **centralised approach** with regard to its platform type.

This is the case for **6 Member States** (Belgium, Finland, France, the Netherlands, Portugal and the United Kingdom).

Figure 6: Member States with a highly decentralised approach towards e-Procurement and a centralised platform

MS	Platform types			
	Centralised	Other, several centralised	Private	Regional
BE	Partially	Yes	No	Yes
FI	Partially	Yes	Yes	Yes
FR	Yes	Yes	Yes	Yes
NL	Yes	No	Yes	No
PT	Yes	No	Yes	No
UK	Yes	Yes	Yes	Yes

Key: ✔ Yes   🟢 Partially   🔴 No

For instance, in **Belgium**, there is a decentralised approach towards e-Procurement. However, it is managed by cooperation and coordination. A central platform is used at federal level, and in the Flemish and Brussels-Capital regions. The Walloon government has developed its own portal, which can be used by all public authorities, and is linked to the central portal.

The same applies to **Finland**, which also follows a decentralised approach towards e-Procurement. Here, the Ministry of Employment and Economy is in charge of transposing the EU Procurement Directives into national legislation and is the owner of the HILMA platform. The HILMA platform is the centralised platform for e-Notifications, which incorporates contract and award notices exceeding the national thresholds. Other governance matters (e.g. development and procurement coordination, advisory and operations support, monitoring and control, etc.) are the responsibility of several organisations. Further, there is strong division between central government and regional/local governments in Finland. At central government level, the Ministry of Finance is responsible for steering the procurement, mainly done through a central government procurement strategy. The local and regional governments are highly independent and responsible for their own procurement strategies and practices. Several regional and local authorities conduct their procurement through joint or regionally centralised procurement organisations.

In general, if we compare our conclusions with findings in Table 2, this group of Member States that has a highly decentralised approach towards e-Procurement, but follows a centralised approach with regard to its platform type, is consequently more likely to spend a higher share of general government procurement value at sub-central rather than central level; **on average** in this group in 2011, **spending at sub-central level** amounted to **58%**.

- The Member State has a **highly decentralised approach** towards e-Procurement **combined with a decentralised platform**.

This is the case for **6 Member States** (Austria, Germany, Italy, Spain, Poland and Sweden).

For instance, in **Austria**, the regulatory environment and administration of e-Procurement is dispersed at different levels; public procurement is regulated at the federal level, but Länder have autonomy regarding the execution of federal procurement rules (e.g. concerning e-Notification). Furthermore, only 30% of general government procurement is

allocated to the central level and there are many central and local platforms that do not necessarily link the information at the central level.

In general, if we compare our conclusions with findings in Table 2, this group of Member States that has a highly decentralised approach towards e-Procurement combined with a decentralised platform, is consequently more likely to spend a higher share of general government procurement value at sub-central rather than central level (even higher than those Member States that have a highly decentralised approach towards e-Procurement, but follow a centralised approach with regard to their platform type); **on average** in this group in 2011, **spending at sub-central level** amounted to **74%**.

Figure 7: Member States with a highly decentralised approach towards e-Procurement and a decentralised platform

MS	Platform types			
	Centralised	Other, several centralised	Private	Regional
AT	No	Yes	Yes	Yes
DE	No	Yes	No information	Yes
IT	No	Yes	No	Yes
PL	No	No	Yes	No
ES	No	Yes	Yes	Yes
SE	No	Yes	Yes	No

Key: ✔ Yes   🔴 No   ⚪ No information

In conclusion, out of the 28 Member States we noticed that **9 Member States have only centralised platforms at central governmental level** (Cyprus, Estonia, Hungary, Lithuania, Luxemburg, Latvia, Malta, Romania, Slovakia) while **19 Member States have mix structures including other central, private and regional platforms**.

Furthermore, when looking at the data availability versus the three mentioned categories among Member States, we have observed a **correlation between the data availability and the (de)centralised approach/platforms**. Figure 8 portrays this trend according to the three above mentioned categories. Please note that when referring to data availability, we considered the following 8 potential data sets for the two years (2012 and 2013)[9]:

- Public procurement data in value;

- Public procurement data in volume;

- Electronic public procurement data in value;

- Electronic public procurement data in volume;

- e-Notification uptake;

- e-Access uptake;

- e-Submission uptake;

[9] Total number of possible data sets amounted to 16.

- e-Invoicing uptake.

Figure 8: Correlation between centralised and decentralised approach/platforms in the Member States and data availability
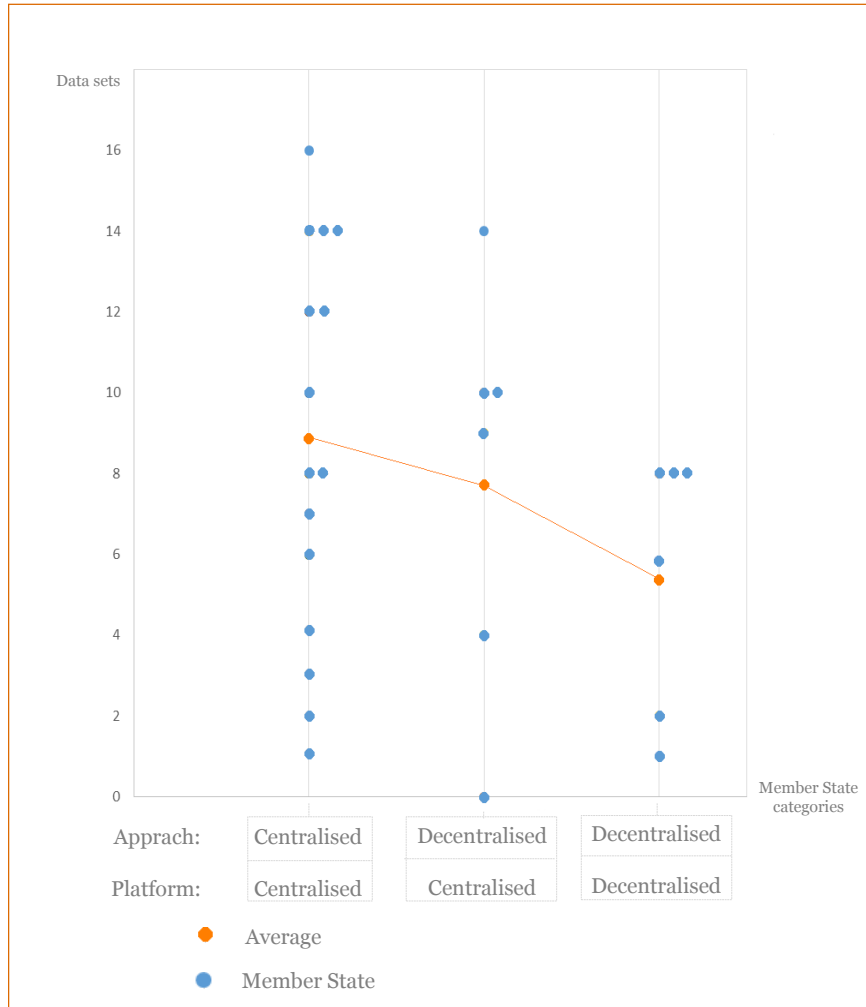
Therefore, whether Member States have a centralised or decentralised approach has consequences on their ability to collect procurement data. Indeed, **centralised platforms are more likely to collect overall data on procurement** and provide an overview of e-Procurement uptake. The centralised platform can act as a single point of access at least for e-Notification. If the platform is interoperable or the data sets are released as open data, e-Notices can be harvested by third parties (e.g. journalists, economists) or service providers (e.g. websites providing advanced search or subscriptions services), thus contributing to transparency and the economy. As described earlier, Member States that have a strong regional division and/or are based on a federal system are more likely to have highly-divided platforms. The later brings stronger barriers when collecting e-Procurement data.

e-Procurement measuring and uptake level especially for the main e-Procurement processes

This Chapter presents the e-Procurement measuring and uptake level in Europe. It presents the public procurement uptake level and uptake level status towards the main e-Procurement processes: e-Notification, e-Access, e-Submission and e-Invoicing. It therefore includes the regulations implemented by the 28 Member States as well as a quantitative analysis with regard to e-Procurement indicators.
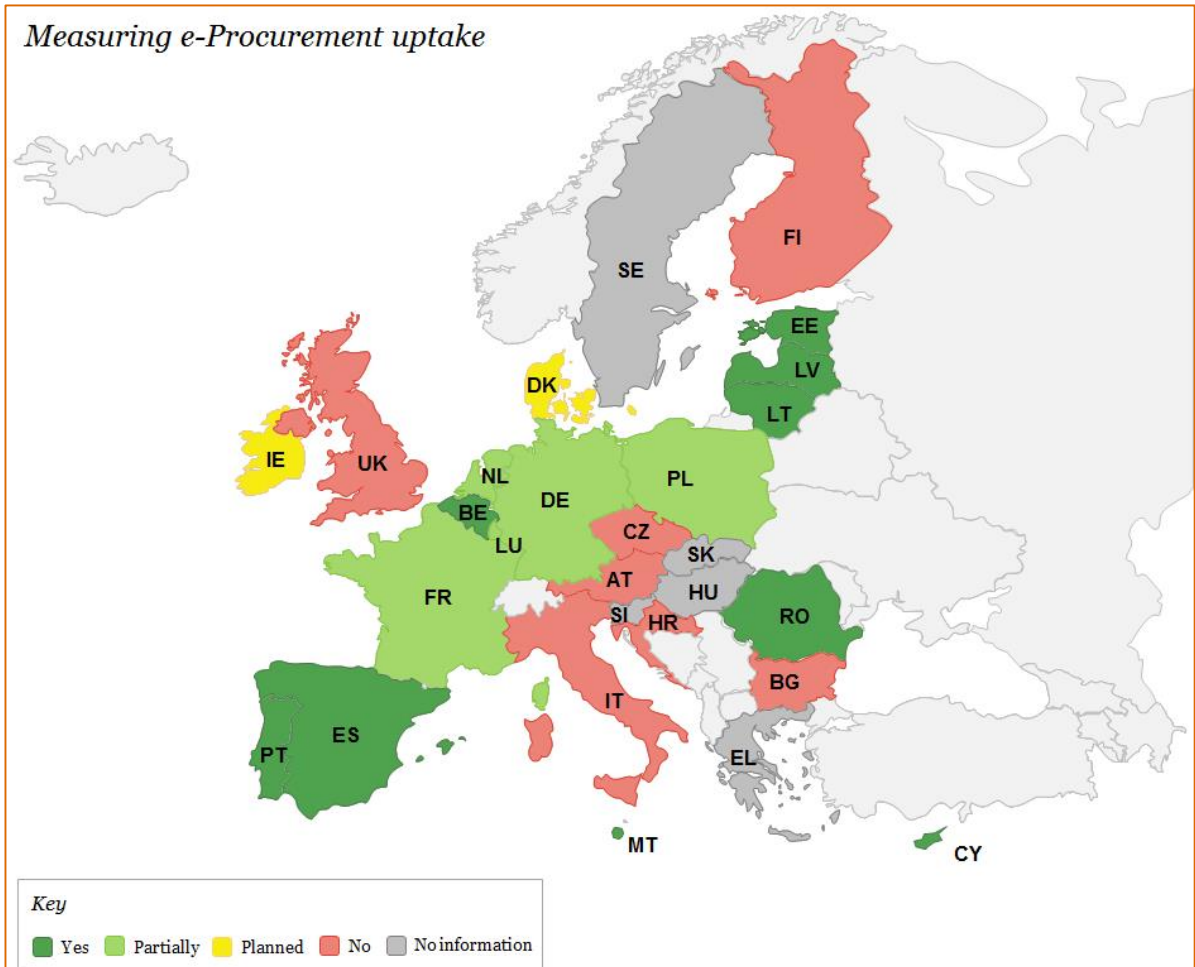
e-Procurement measuring level

Half of the countries measure the level of e-Procurement uptake or plan to implement it, in total 14 countries, but not all of them publish results on a periodical basis. Some of the countries which do take measurements even use the figures monitored for internal management purposes (e.g. Belgium and Estonia).

Out of those, 8 countries reported specific efforts to measure towards e-Procurement (Belgium, Cyprus, Latvia, Lithuania, Malta, Portugal, Romania and Spain), **5 countries partially measure the e-Procurement uptake** (France, Germany, Luxembourg, the Netherlands, and Poland) and **2 countries plan to implement** such efforts (Denmark and Ireland).

However, we notice that **8 countries do not have implemented measures** towards e-Procurement (Austria, Bulgaria, Croatia, the Czech Republic, Estonia, Finland, Italy and the United Kingdom). Moreover, no reported information was obtained for **5 countries** (Hungary, Greece, Slovakia, Slovenia and Sweden).

It is important to note that most of the Member States agreed on the importance to have a strategy, improve measuring processes and implement new monitoring functionalities in their platforms.

The map below shows the EU trend towards the existence of specific measurement efforts.

Measuring e-Procurement uptake

Key: Yes | Partially | Planned | No | No information

The countries listed below measure the uptake of e-Procurement, at least do so partially. Therefore, we have included measuring specificities when obtained.

Reported measuring uptake level:

- **Belgium**: The publications of detailed e-Procurement uptake data are reported quarterly.

- **Cyprus**: Data concerning the uptake of e-Procurement is collected by the central platform and can be extracted.

- **Denmark:** There are plans to measure the uptake of e-Procurement.

- **Estonia:** Data concerning the uptake of e-Procurement is monitored and statistics are available.

- **France**: The French Economic Observatory of Public Procurement (OEAP) measures the e-Procurement uptake.

- **Germany**: The monitoring of e-Procurement is conducted at various levels in Germany; however, this information is not accessible online or made available (e.g. in a report with aggregated national data).

- **Ireland**: A process for measuring various key performance indicators (KPIs) was planned to be completed by the end of 2014.

- **Latvia**: The uptake of e-Notification and e-Access can be extracted from the e-Procurement platform.

- **Lithuania**: The volume and value of e-Procurement is measured on a quarterly basis and is made available through reports published online.

- **Luxembourg**: The uptake of e-Notification and e-Access is measured, while e-Submission was started to be measured as of September 2014, when it became available.

- **Malta**: The uptake of e-Procurement is measured and is used to keep track of increased uptake aiming at reaching a 100% e-Procurement uptake by 2015.

- **Netherlands**: Data concerning the uptake of e-Notification is available. For e-Access and e-Submission, data is only available for the contracting authorities using the national platform TenderNed; its use is optional.

- **Poland**: The uptake of e-Procurement is aligned with the timeframe of the e-Procurement project scheduled for 2018, and it will thus be monitored together with the project.

- **Portugal**: The uptake of e-Procurement is measured and the Public Markets, Real Estate and Construction Institute (IMPIC) prepares complete reports containing the main data of e-Procurement.

- **Romania**: The uptake of e-Procurement is measured and is used to keep track of increased uptake aiming at 40% of e-Submission since 2010 and to reach 100% uptake by 2018.

- **Spain**: The volume and value of e-Procurement is measured at central government level; regions may decide to measure the uptake, but this information is not aggregated at national level.

Besides, during the desk research and interviews with Member States, the lack of data collection implied that the general uptake indicators cannot be calculated for all countries with sufficient accuracy.

Figure 9 and Figure 10 portray the overview of the Member States from which the study team was able to collect total public procurement and electronic public procurement data in value and volume.

Concerning **collection of public procurement data**, it is observed that in some countries (e.g. Ireland and the Netherlands), there is a certain time lag implied for the process, which can in part explain why collecting data for the 2012 uptake was easier than for 2013. It should be noted though that some countries (e.g. Austria and Belgium) provided estimates calculated by the European Commission; this data at the time of collection was only available for 2012. As for **e-Procurement data collection**, it was found that Member States rarely collect such information (i.e. only 10 Member States collected data on electronic public procurement) and the time lag did not play a role.

Figure 9: Overview of the total public procurement data collected
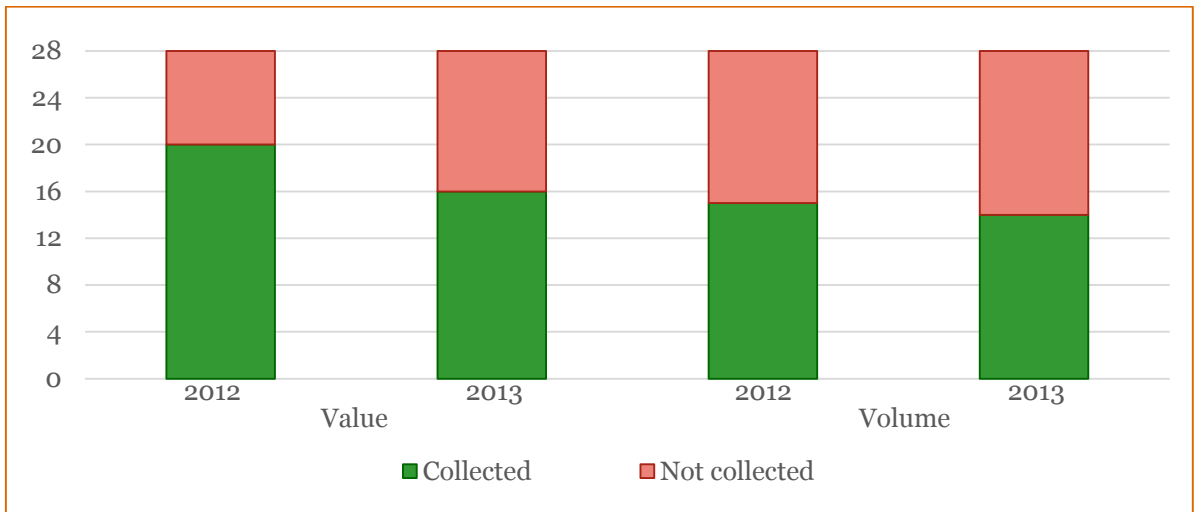
Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

Figure 10: Overview of the electronic public procurement data collected
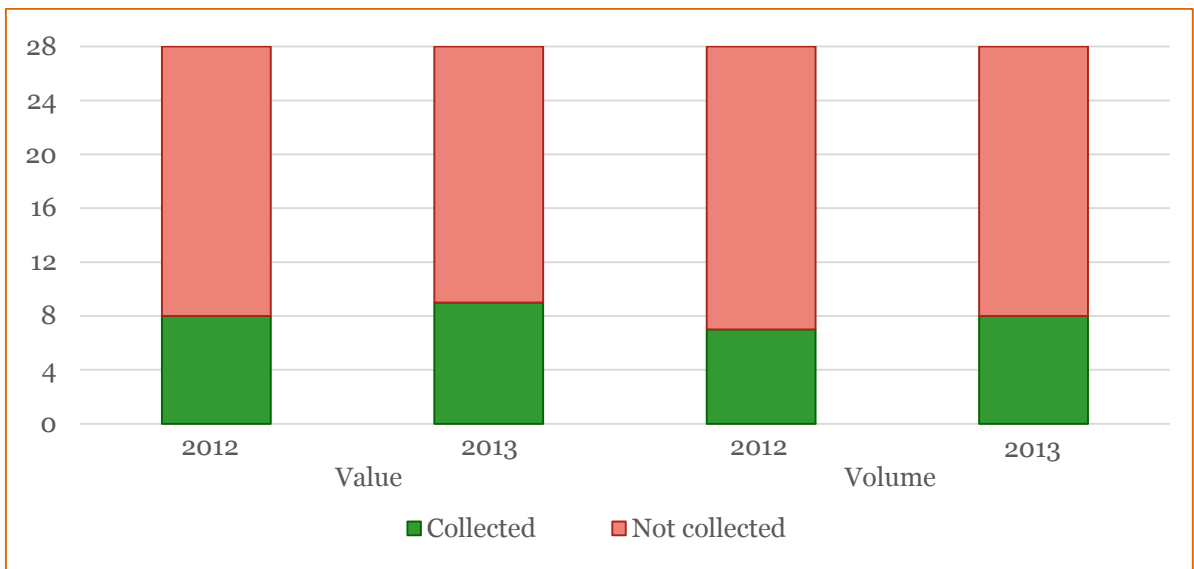
Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

e-Procurement uptake level
Electronic public procurement data

It must be pointed out that even where data was available, it was not always collected in a structured manner. As a consequence, this chapter presents limited data related to the general e-Procurement indicators concerning electronic procurement values and volumes.

The following tables summarise for both years (2012 and 2013) the total electronic public procurement data in value and volume for the Member States that provided such information. The tables also portray the means of acquiring e-Procurement indicators. Further explanation concerning the data for each Member State and to what it refers is provided in the tables below.

Table 3: Overview of estimated electronic procurement value in 2012 and 2013 (in million euros)

MS	2012	2013	Statistical report	Main platform	Consulting MS[10]
CZ	N/A	156.85	✓	✗	✓
FI	14,752.43	13,986.98	✗	✓ (i.e. HILMA)	✓
IT	30,092.00	36,127.00	✓	✓ (i.e. Consip)	✓
LT	2,512.45	2,889.89	✓	✗	✓
MT	0.19	19.02	✓	✓ (i.e. ePPS)	✓
PT	3,477.20	4,153.00	✓	✓ (i.e. Base)	✗
RO	1,123.09	1,293.79	✓	✗	✓
SK	4,039.17	5,851.06	✓	✗	✓
ES	11,123.50	14,586.80	✓	✗	✓

Key: ✓ - yes, ✗ - no.

Table 4: Overview of estimated electronic procurement volume in 2012 and 2013

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[10] Here we consider the case where data was provided or referred to by a representative of one of the government bodies that are responsible for electronic Procurement in that particular MS.

MS	2012	2013	Statistical report	Main platform	Consulting MS[11]
CZ	N/A	42,872	✓	✗	✓
EE	1,374	3,770	✓	✗	✓
FI	15,366	15,252	✗	✓ *(i.e. HILMA)*	✓
LT	13,975	14,759	✓	✗	✓
MT	9	32	✓	✓ *(i.e. ePPS)*	✓
PT	115,064	157,775	✓	✓ *(i.e. Base)*	✗
SK	1,033	1,348	✓	✗	✓
ES	11,971	14,153	✓	✗	✓

Key: ✓ - yes, ✗ - no.

Description of data reference per Member State:

- **Czech Republic:** The data provided only refers to orders placed on the national e-Catalogue (i.e. e-Marketplaces).

- **Estonia:** The data provided comes from published award notices for procedures where contract documents were accessible online and tender procedures were submitted by electronic means.

- **Finland:** The data provided comes from all prior information notices published on the national e-Notification portal (i.e. HILMA); this covers some procedures for which e-Submission was not supported.

- **Italy:** The data provided comes from published award notices for procedures where contract documents were accessible online and tender procedures were submitted by electronic means.

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[11] Here we consider the case where data was provided or referred to by a representative of one of the government bodies that are responsible for electronic Procurement in that particular MS.

- **Lithuania:** The data provided comes from published award notices for procedures where contract documents were accessible online and tender procedures were submitted by electronic means.

- **Malta:** The data provided comes from published award notices for procedures where contract documents were accessible online and tender procedures were submitted by electronic means.

- **Portugal:** The data provided comes from published award notices on the national e-Notification portal (i.e. Base); this covers all procedures as e-Submission is mandatory.

- **Romania:** The data provided comes from all prior information notices published on the national e-Procurement portal (i.e. SEAP); this covers some procedures for which e-Submission was not used.

- **Slovakia:** The data provided comes from all prior information notices published on the national e-Procurement portal (i.e. EVO); this covers some procedures for which e-Submission was not used.

- **Spain:** The data provided covers all prior information notices published for the Central Government, its bodies and entities; this does not cover procedures using e- Submission.

Furthermore, by derogation to the general rule, which states that in this study we consider uptake levels **above national threshold**, it is worth mentioning some **exemptions** concerning data in Table 3 and Table 4. In 3 Member States (Estonia, Lithuania, Portugal) the amount includes all tenders, except **small-value procurements or simplified procedures** and in 2 Member States (Italy and Malta) it refers to **above threshold, but also sometimes below threshold** values and volumes. In 1 Member State (Czech Republic), we refer to e-Marketplace, for which a **specific threshold** applies (i.e. above CZK 50.000).

The data sources that were used in acquiring e-Procurement indicators during this study are summarised in the Annex 'Data Sources'.

## *Uptake level of e-Procurement mandatory phases*

The regulatory environment of the four main e-Procurement components (i.e. e-Notification, e-Access, e-Submission and e-Invoicing) shows some trends and similarities among the 28 Member States which is in line with the European Commission's intentions set out in the Directives.

This section shows an overview of the uptake of the four mandatory e-Procurement processes in the EU. Due to limitations in data collection, previously mentioned as one of the study constraints, the overall uptake was not possible to measure in all cases.

Due to the fact that the time needed for transposing laws differs country by country, those e-Procurement phases that have already been transposed by national implementing measures and have been made mandatory at national level, are consequently more likely to be monitored by Member States.

Figure **11** shows an overview of uptake data received from Member States concerning all four mandatory processes. It also portrays that data availability was slightly higher in 2013 than in 2012 for all e-Procurement processes. In addition, it must be noted that for e-Submission and e-Invoicing, in some cases the practice was not yet implemented in some Member States in 2012-2013; therefore it was not possible to obtain such information.

Figure 11: Overview of the number of Member States that provided aggregated data at national level
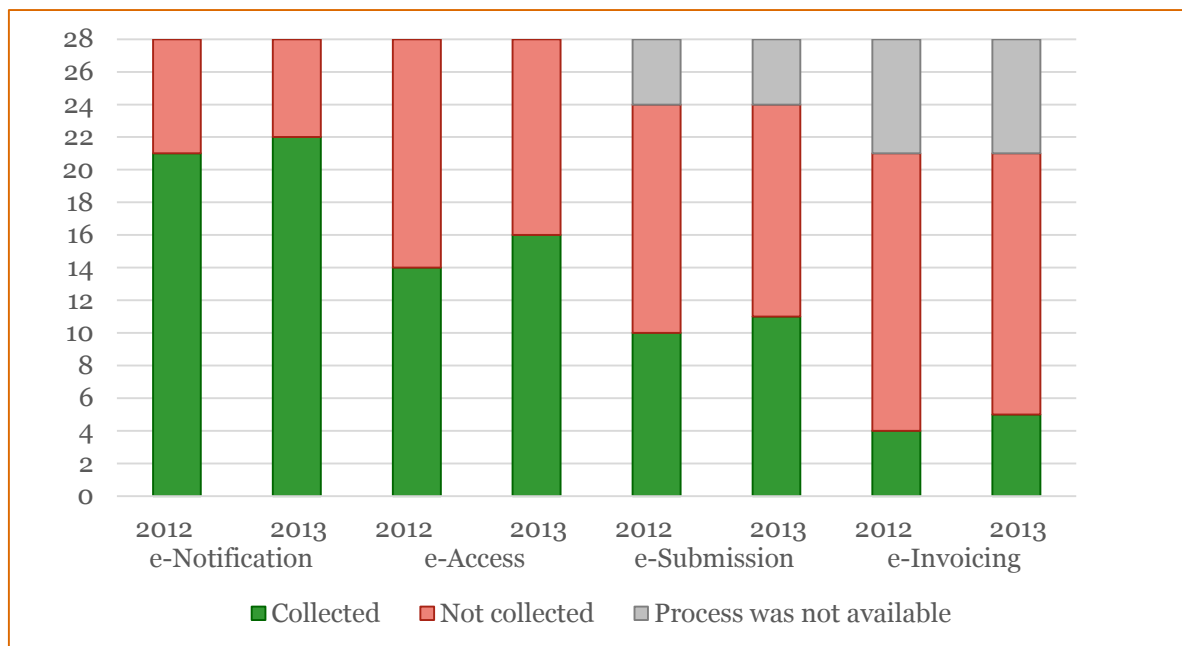
Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

The following section shows the uptake of the mandatory e-Procurement phases. High values frequently result from the mandatory nature of e-Notification and e-Access, whilst e-Invoicing uptake is often not monitored in the Member States.

Note that we have collected uptake estimates that are sometimes measured in volume and other times in value. Therefore, when referring to the uptake percentages for e-Notification, e-Access, e-Submission and e-Invoicing in this chapter, we are considering data measured in value of the procedures for 24 Member States while for 3 Member States (Belgium, Bulgaria and Spain) data

refers to the uptake measured in volume; in 1 Member State (i.e. Sweden[12]) data refers to the estimation of the usage of specific functions.

In addition, when there is no uptake indicated in the table, this means that data was either not collected at all or the Member State did not provide aggregated information at national level. And in cases where e-Procurement practices were not available in the Member State, we have marked the uptake to be equal to 0%.

Table 5 : Overview of aggregated uptake data at national level

MS	e-Notification		e-Access		e-Submission		e-Invoicing		Threshold	
	2012	2013	2012	2013	2012	2013	2012	2013	Services and goods	Works
BE	100%	100%	26%	38%	10%	15%			€85,000	€600,000
BG	100%	100%	3%	3%	0%	0%	0%	0%	BGN 20,000 - 66,000[13]	BGN 66,000 - 264,000[13]
HR[14]	100%	100%	85%	85%	0%	0%			HRK 70,000[15]	HRK 70,000[15]
CY	100%	100%	20%	60%	10%	20%			€50,000	€50,000
CZ	100%	100%	100%	100%		10%			CZK 2,000,000[16]	CZK 6,000,000[16]
DK	100%	100%						98%	DKK 500,000[17]	DKK 500,000[17]
EE	100%	100%	85%	95%	15%	45%			€10,000	€30,000
FI	100%	100%							€30,000	€150,000
FR[18]	100%	100%			9%	11%			€90,000	€90,000
HU	100%	100%							HUF 25,000,000[19]	HUF 150,000,000[19]
IE					50-60%				€25,000	€50,000
IT	100%	100%							€134,000	€5,186,000
LV	100%	100%	100%	100%	0%	0%	0%	0%	€42,000	€170,000

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[12] For Sweden, the data refers to the estimated uptake of e-Procurement usage. For example, for e-Invoicing, the 75% uptake represents the amount of contracting authorities that use e-Invoicing in cases where they have e-Invoicing (receiving and processing invoices electronically).

[13] Bulgaria has a fixed exchange rate with the euro. The services and goods threshold calculated for both years is between €10,225 and €33,744 and the public works threshold calculated for both years is between €133,744 and €134,979.

[14] Note that in Croatia 15% of all tenders are below the threshold; therefore the overall e-Notification uptake in 2012 and 2013 (the mandatory part, i.e. above threshold) was 85%.

[15] According to the official average exchange rate with the euro published on the European Central Bank website, the national threshold for services and goods and public works amounts to approximately €9,250 in 2012 and €9,180 in 2013.
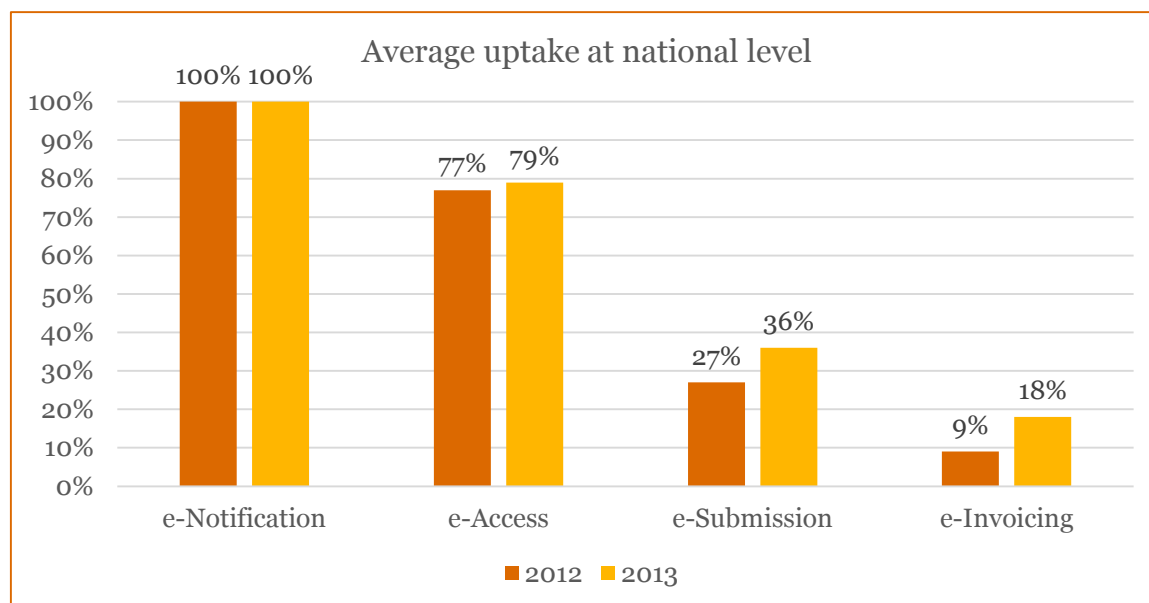
[16] According to the official average exchange rate with the euro published on the European Central Bank website, the services and goods threshold amounted to €79,540 in 2012 and €77,020 in 2013 and the public works threshold amounted to €238,620 in 2012 and €231,060 in 2013.

[17] According to the official average exchange rate with the euro, published on the European Central Bank website, the services and goods and works thresholds amounted to €67,171 in 2012 and €67,043 in 2013.

[18] The e-Submission data was provided by the Member State as a rough estimate.

[19] According to the official average exchange rate with the euro, published on the European Central Bank website, the services and goods threshold amounted to €86,430 in 2012 and €84,212 in 2013 and the public works threshold amounted to €518,583 in 2012 and €505,272 in 2013.

LT	100%	100%	100%	100%	75%	90%	0%	0%	LT 100,000[20]	LT 500,000[20]
LU	100%	100%		27%	0%	0%	0%	0%	€134,000	€5,186,000
MT		100%		100%		100%	0%	0%	€120,000	€120,000
NL	98%	98%	98%	98%	20%	40%	9%	14%	€134,000	€5,186,000
PL[21]	100%	100%	84%	81%			9%	9%	€30,000	€30,000
PT	100%	100%	100%	100%	100%	100%			€50,000	€50,000
RO	100%	100%	100%	100%		32%	0%	0%	€130,000	€865,000
SK	100%	100%	100%	100%			0%	0%	€20,000	€30,000
SI	100%	100%							€20,000-40,000[22]	€40,000-80,000[22]
SE	100%	100%	80%	80%	80%	80%	75%	75%	€130,000	€5,000,000

Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

Figure **12** shows an overview of the average uptake data aggregated at national level in both years (2012 and 2013) for all mandatory e-Procurement processes calculated based on the information presented in Table 5. Note that the average does not include cases where we did not obtain data or where we were not able to aggregate data at national level.

Figure 12: Overview of the average uptake data aggregated at national level

Average uptake at national level

- e-Notification: 100% (2012), 100% (2013)
- e-Access: 77% (2012), 79% (2013)
- e-Submission: 27% (2012), 36% (2013)
- e-Invoicing: 9% (2012), 18% (2013)

■ 2012 ■ 2013

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20 In 2012-2013 Lithuania had a fixed exchange rate with the euro. The services and goods threshold calculated for both years was €28,962 and the public works threshold for both years was €144,810. The services and goods threshold was changed to LT 200,000 or €57,924 in 2014. The services and goods threshold was rounded off to €145,000 and the public works threshold to €58,000 after adopting the euro.

21 Note that the 100% uptake for e-Notification is for the mandatory part (i.e. excluding non-mandatory procedures: procedure negotiated without publication, single source procurement, and request for quotation) and if all procedures were taken into consideration, the uptake would amount to 93% in 2012 and to 84% in 2013. The e-Invoicing data was provided by the Member State as a rough estimate.

22 Based on Art. 12 of the Public Procurement Act (2) and Defence and Security Act, the contracting authority shall notify the procurement portal about all tenders above €20,000 for goods and services and €40,000 for works contracts. The Public Procurement Act in the water, energy, transport, and postal services sectors refers to a threshold of €40,000 for goods and services and €80,000 for public works contracts.

Source: Data has been collected through desk research and delivered for validation to Member States, or acquired from Member States through interviews.

Table **6** displays the uptake information of the mandatory e-Procurement phases acquired from central public procurement platforms.

Table 7 and

Table 8 show data at federal and regional levels. Data presented in the aforementioned tables has not been aggregated at national level and therefore, is presented separately from Table **5**. In addition, when there is no uptake indicated in the table, this means that the data was not collected.

Table 6: Central public procurement platform data[23]

MS	e-Notification		e-Access		e-Submission		e-Invoicing		Comment
	2012	2013	2012	2013	2012	2013	2012	2013	(Thresholds)
FR			3%	3%					e-Submission via the State Purchasing Platform (i.e. *PLACE*)
IT	100%	100%	20%	60%	10%	20%			Procurement platform (i.e. *Consip*) for central public authorities, health sector and local public authorities
ES	100%	100%	100%	100%		1%			Platform (i.e. *Plataforma de contratación del Sector Público*) for the central government, its autonomous bodies, administrative entities, social security common services and other public institutions
									Services and goods: €18,000 — Works: €50,000
ES	100%	100%	100%	100%					Specialised portal (i.e. *Conecta Centralización*) that provides central purchasing services, mainly based on framework agreements
									Services and goods: €18,000 — Works: €50,000
UK	100%	100%	100%	100%	50%	75%			Refers to central government purchasing body (i.e. *Crown Commercial Service*)

Table 7: Federal public procurement data

MS	e-Notification		e-Access		e-Submission		Comment
	2012	2013	2012	2013	2012	2013	(Thresholds)
BE	100%	100%	78%	92%	15%	34%	Services and goods: €85,000 — Works: €600,000
DE	100%	100%					e-Notification is mandatory for all federal contracting authorities and thresholds differ per ministry

Note: uptake information concerning e-Invoicing was not included as none of the regions report such information.

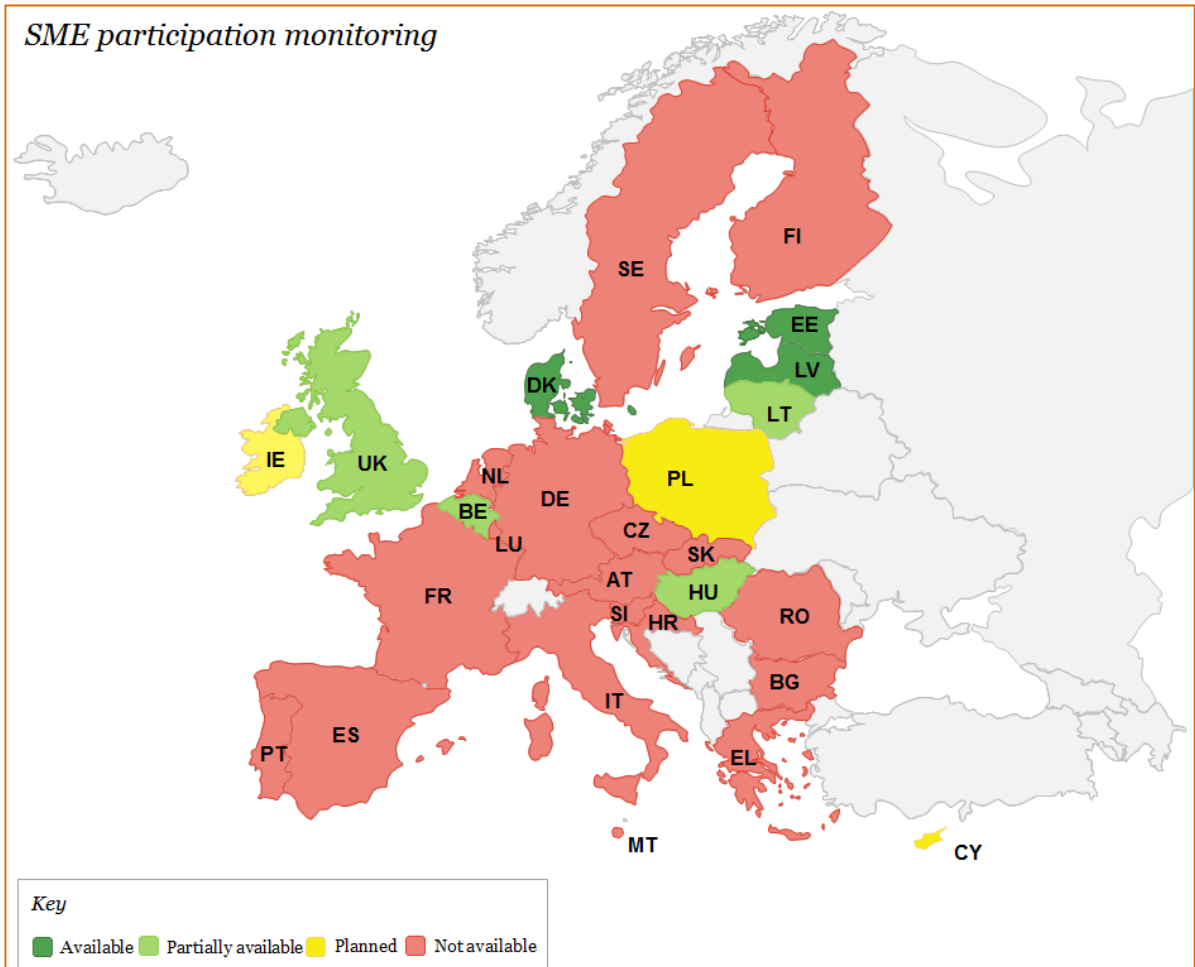[23] This data refers to central platform information that was not aggregated at national level.

Table 8: Regional data

MS	e-Notification		e-Access		e-Submission		Comment
	2012	2013	2012	2013	2012	2013	(Thresholds)
BE - Flanders	100%	100%	58%	75%	66%	80%	Flanders uses the platform of the Federal Government
							Services and goods: €85,000 / Works: €600,000
BE - Wallonia	100%	100%	65%	87%	0%	1%	Wallonia uses a regional platform, which is linked to the centralised platform at national level
							Services and goods: €85,000 / Works: €600,000
BE – Brussels-Capital	100%	100%	22%	37%	1%	3%	Brussels-Capital uses the platform of the Federal Government
							Services and goods: €85,000 / Works: €600,000
DE - Baden-Württemberg	100%	100%	100%	100%	15%	20%	Data for Baden-Württemberg represents data that was retrieved from the Vergabe portal[24]
FR - Bretagne	100%	100%	100%	100%			Bretagne uses a regional platform (i.e. e-Megalis), which is linked to the State Purchasing Platform (i.e. *PLACE*)
							Services and goods: €90,000 / Works: €90,000
ES- Basque	100%	100%	100%	100%			The centralised platform (i.e. Kontratazio Publikoa Euskadin) for all contracting authorities of the Basque central government
							Services and goods: €18,000 / Works: €50,000

Note: uptake information concerning e-Invoicing was not included as none of the regions report such information.

SMEs and cross-border uptake level

The purpose of this study was also to collect data on the e-Procurement uptake by SMEs and cross-border in value and volume (over total public procurement) in the 28 Member States of the European Union.

Indeed, SME and cross-border participations are considered as two of the core indicators when we look at the integration of public procurement in the Single Market.

Overall, too few countries monitor data on the overall participation of SMEs in e-Procurement, as showed in the map below, **only 3 countries provide statistical data on SME participation** (Denmark, Estonia and Latvia)**, 4 provide partial data** (i.e. Belgium, Hungary, Latvia and the United Kingdom) **and 3 plan to implement such monitoring practice** (i.e. Cyprus, Ireland and Poland).

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[24] The State Property and Building Construction Administration, the Road Administration and the Logistics centre in Baden-Württemberg use the Vergabe portal (http://www.vergabe24.de).

SME participation monitoring

Key: Available · Partially available · Planned · Not available

Available

- **Denmark**: SMEs respond to approximately 66% of the tenders and win around 50% of the tenders submitted for all public procurement.

- **Estonia**: 99% of Estonian companies are estimated to be SMEs.

- **Latvia**: All suppliers are SMEs.

Partially available

- **Belgium**: In Flanders approximately 65% of offers are coming from SMEs.

- **Hungary**: SMEs participation is measured in relation to total procurement but not specifically on e-Procurement.

- **Lithuania**: SME participation was measured along with the benefits of improving the Central Public Procurement Information System.

- **United Kingdom**: The government's target is that 25% of central government procurement by value should be awarded to SMEs, either directly or through the supply chain by the next national elections in May 2015.

- **Cyprus**: It is estimated that 99% of the economic operators are SMEs. This data has not been measured, but additional information whether the company is an SME is planned to be included at the registration stage.

- **Ireland**: Implementation of a registration process on the platform, which would include a question on a number of employees, is planned. It can be estimated that over 90% of companies registered on eTenders are SMEs or micro companies.

- **Poland**: The participation of SMEs in public procurement is considered to become one of the indicators included in the reporting of the future e-Procurement platform.

In addition, **cross-border penetration** is a core indicator related to the impact of e-Procurement in achieving the Single Market. However, in most countries, cross-border penetration related to e-Procurement is not measured. When available, data refers to all of public procurement, rather than specifically to e-Procurement.

As shown in the map below, **eleven Member States** (Croatia, Cyprus, Estonia, Germany, Hungary, Ireland, Latvia, Lithuania, Portugal, Slovenia and the United Kingdom) **collect data on cross-border penetration**. Often statistical data is collected on the participation of foreign companies and EU countries in public procurement (e.g. Croatia, Slovenia and Hungary) and not in particular on their participation in e-Procurement.

Cross-border uptake monitoring

Key
Monitoring | Partial monitoring | No monitoring
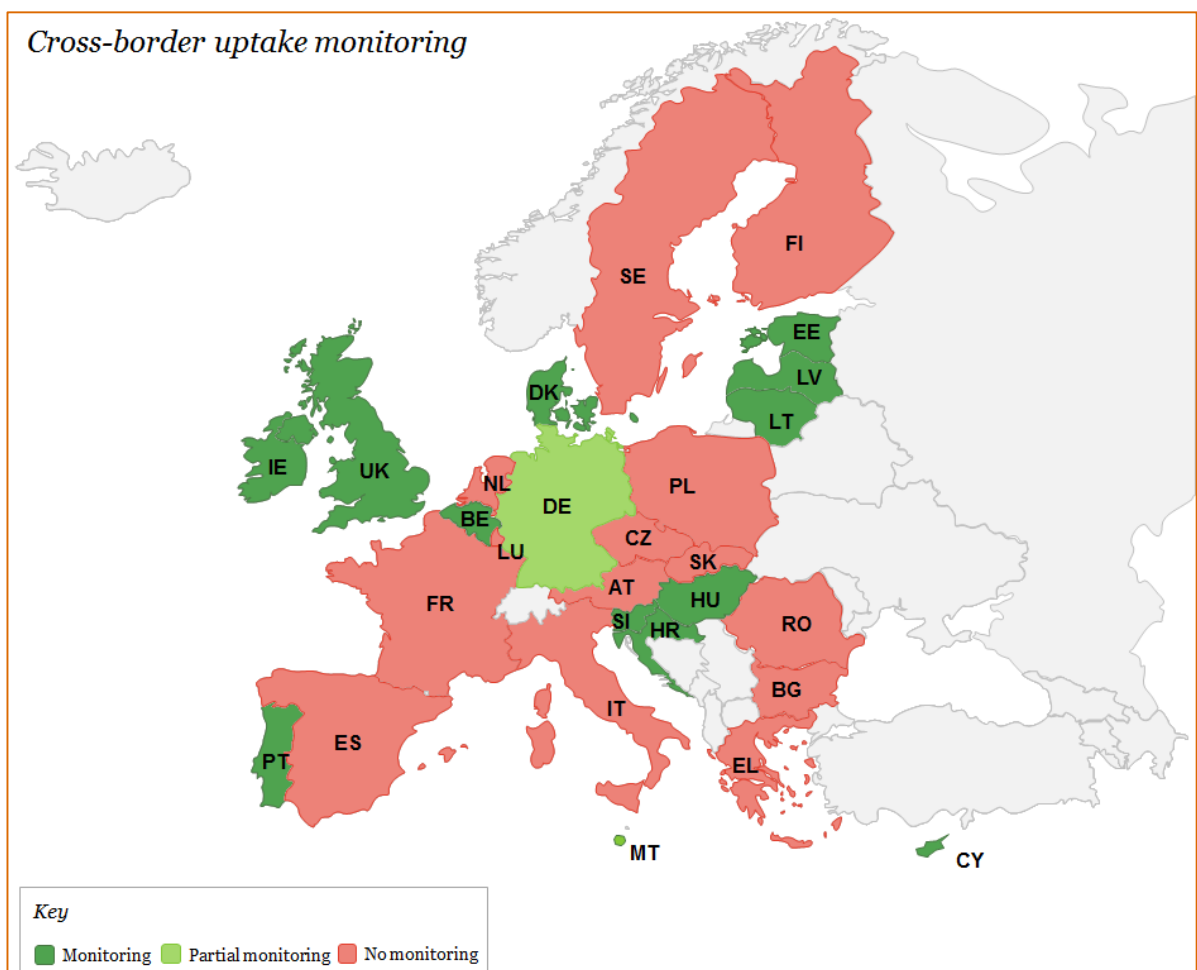
Cross-border uptake reported by Member States:

- **Belgium**: In 2012, 23 foreign companies participated in the e-Procurement process in Belgium. In 2013, the submission of tenders by foreign companies increased five times, including the participation of 126 foreign companies. In 2014, participation amounted to 259 companies. Therefore, the participation of foreign companies from 2012 to 2014 increased more than ten times. More specifically, in Flanders, the cross-border uptake ranged between 2% and 7% in 2013 and first quarter of 2014.

- **Croatia:** Cross-border uptake is 1-2% of the total public procurement.

- **Cyprus**: Approximately 20% of the total economic operators are foreign companies.

- **Denmark**: Foreign companies win 5.7 % of the procurements in Denmark.

- **Estonia**: In 2012, cross-border uptake was 1.5% and 2.1% in 2013. In 2014 it increased to 2.5%.

- **Germany** (partially): The Procurement Office experience shows that there is an increasing interest in e-Procurement by foreign companies.

- **Hungary**: In Hungary, the cross-border uptake was reported to be 5.9% of the value of Public Procurement, out of which 2.6% represent EU foreign companies.

- **Ireland**: Cross-border uptake is estimated to be 8% in 2012. Ireland separates the data collected on value of awarded contracts to those that have been won by Irish and non-Irish businesses. The year-to-year change in cross-border uptake in 2012 amounted to 2.33% (contracts awarded in services decreased by 2.11%, supplies, works and utilities increased respectively by 8.54%, 1.07% and 9.44%).

- **Latvia**: In Latvia, foreign economic operators account for 5-10% of all tenders submitted.

- **Lithuania**: The 4.5% of cross-border participation in Lithuania mainly comes from Estonia, Latvia, Germany, Poland and the United Kingdom.

- **Malta**: The uptake of foreign economic operators adds up to around 30% in Malta.

- **Portugal**: Out of 29,087 contracts awarded in 2012, 138 (0.47%) were awarded to foreign companies outside the EU and 1,758 (6.04%) to foreign companies from the EU.

- **Slovenia**: Cross-border uptake amounted to 9.54% in 2012 and 7.06% in 2013 of the total value of contacts awarded (above the national threshold).

- **United Kingdom**: In the United Kingdom, it was reported that cross-border uptake numbers were gathered.

The participation of foreign companies in public procurement is a good indicator of the Single Market consolidation. One of the objectives behind the promotion of e-Procurement would therefore be met if it could be demonstrated that a higher e-Procurement uptake correlates with higher cross-border participation in public procurement.

However, the data collected is not sufficiently complete and homogenous to establish a significant correlation link or conclude on trends between e-Procurement uptake and cross-border procurement. Specific countries give contradictory indications. For example, in Belgium and Estonia, cross-border participation seems to be supported by e-Procurement uptake, whereas in Slovenia, cross-border participation has been decreasing.

Consequently, we recommend to improve the monitoring of cross-border tendering, in particular for e-Procurement (Refer to the section on Overall, 8 Member States have made e-Signature mandatory and 10 Member States partially mandatory. It is interesting to note that the latter group has mainly obliged e-Signature for the e-Submission process; this is the case in 7 out of 10 Member States (the

Czech Republic, Denmark, Lithuania, Luxembourg, Poland, Portugal and Slovenia). This would tend to confirm that the benefits of e-Signature (i.e. authenticity of origin and non-repudiation of tenders) are realised mainly at the level of e-Submission, whereas the disadvantages (i.e. technical barrier and burden for SMEs) outweigh the benefits at the level of e-Notification or e-Access.

) so that thorough econometric analysis becomes possible to separate the effect of e-Procurement on cross-border tendering from other factors.

e-Notification uptake level

e-Notification regulation

In 2004, the Directive 2004/18/EC[25] endorsed the usage of electronic means in the publication of procurement notices and put it on a par with traditional means. More than a decade later, e-Notification is **mandatory** above the threshold **in all countries**.

The following timeline shows when the Directive was transposed in each Member State in line with the date of entry into force. In the case where this date was not available, the publication date or transposition deadline was taken into account.

Figure 13: Timeline of transposed Directive for each Member State with date of entry into force
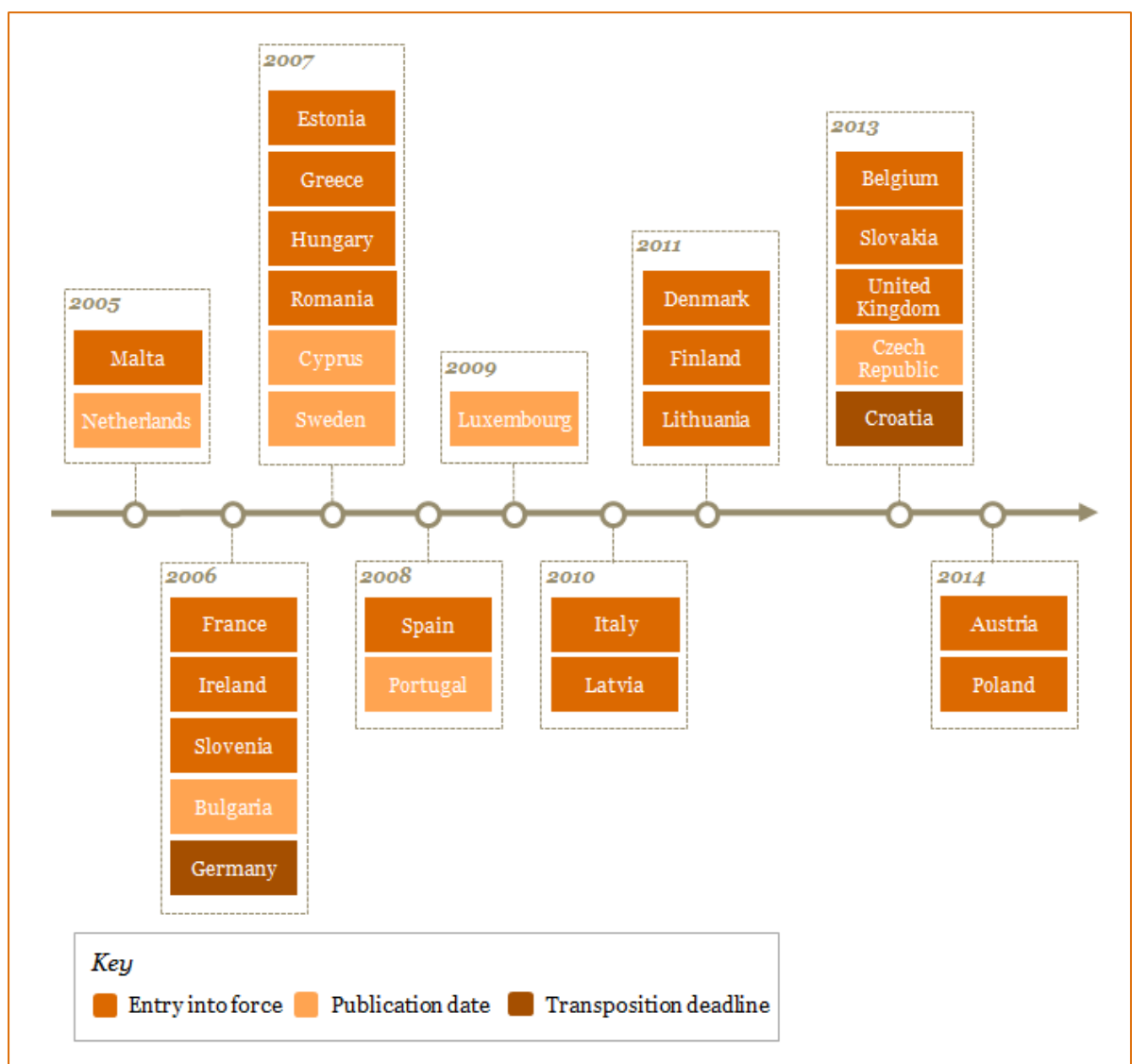
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[25] Directive 2004/18/EC of the European Parliament and of the Council of 31 March 2004 on the coordination of procedures for the award of public works contracts, public supply contracts and public service contracts, http://old.eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:72004L0018:EN:NOT

e-Notification uptake

The figure below portrays an overview of the estimated e-Notification uptake at national or centralised platform level in the EU 28 Member States. The figure excludes data obtained from platforms that only cover federal or central government level. Note that we have collected uptake estimations that are sometimes measured in volume and other times in value and thus percentage uptakes presented for e-Notification refer to value of procedures in 19 Member States (Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Hungary, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia and Slovenia), in 2 Member States (Belgium and Bulgaria) data refers to the uptake measured in volume and in 1 Member State (i.e. Sweden) it refers to the estimation of the usage of e-Notification.

Figure 14: Overview of estimated e-Notification uptake at the national or centralised platform level in the EU 28
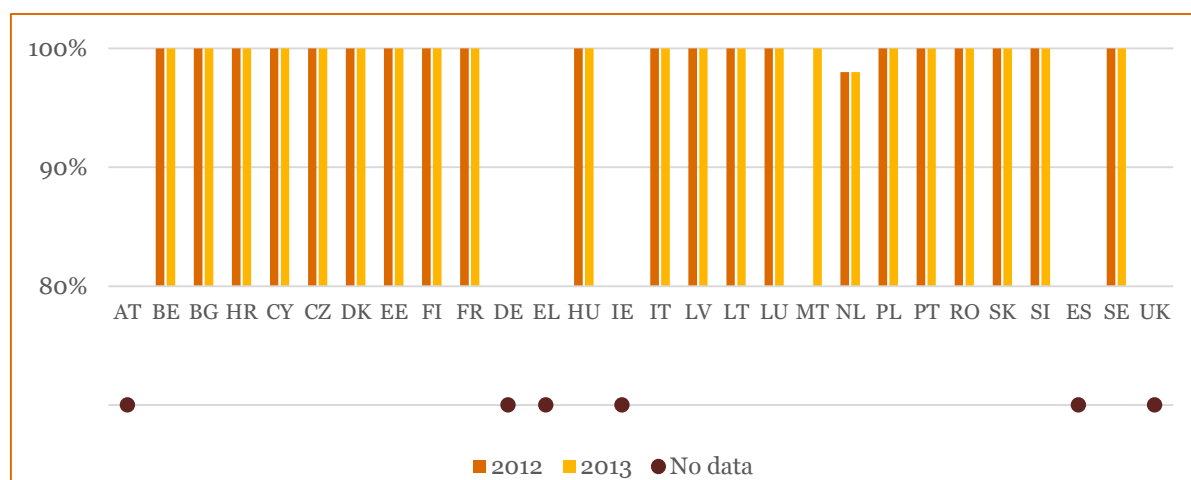
Source: Information was either acquired through desk research and verified with MS or provided by MS through interviews.

It can be noted that in a large majority of Member States **e-Notification uptake is very close or equal to 100%** for the mandatory part (e.g. above the national threshold). At the same time, differences in national thresholds mean that the 100% uptake does not represent the same share of overall public procurement across different Member States in the EU. 4 Member States (Germany, Ireland, Spain and the United Kingdom) were not able to provide nation-wide consolidated data, while 2 Member States (Austria and Greece) did not provide any uptake estimations.

e-Notification practice

While e-Notification has been mandatory for several years already, some Member States chose to make it mandatory as from thresholds that are far below the EU threshold. In the course of the study, it was noted that the benefits of lower thresholds go beyond improved transparency in public procurement.

First of all, lower thresholds impose e-Notification to a wider number of procedures and contracting authorities. As e-Notification is the first step towards e-Procurement, lower thresholds have also a positive impact on e-Procurement as a whole.

Secondly, several countries do not dissociate e-Notification from e-Access. Lowering the thresholds for one automatically improves the availability of tender specifications online.

In addition, for countries where SME inclusion in public procurement is particularly high (e.g. Estonia), low thresholds were put forward as one of the facilitators for the participation of SME in

public procurement. This is due to the fact that otherwise SMEs would normally not have the capacity of participating in larger contracts.

Therefore, low e-Notification thresholds can be considered as a good practice promoting the uptake of e-Procurement and SME inclusion.

e-Access uptake level

e-Access regulation

e-Access is **fully mandatory** in **16 Member States**, while in **2 Member States** (Poland and Slovenia) it is **only mandatory in certain cases**.
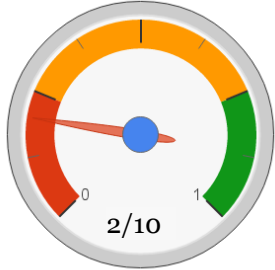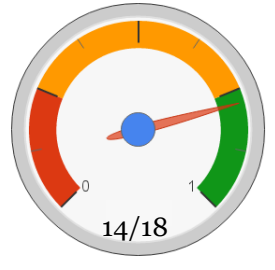
Figure 15 : Timeline when e-Access became mandatory practice
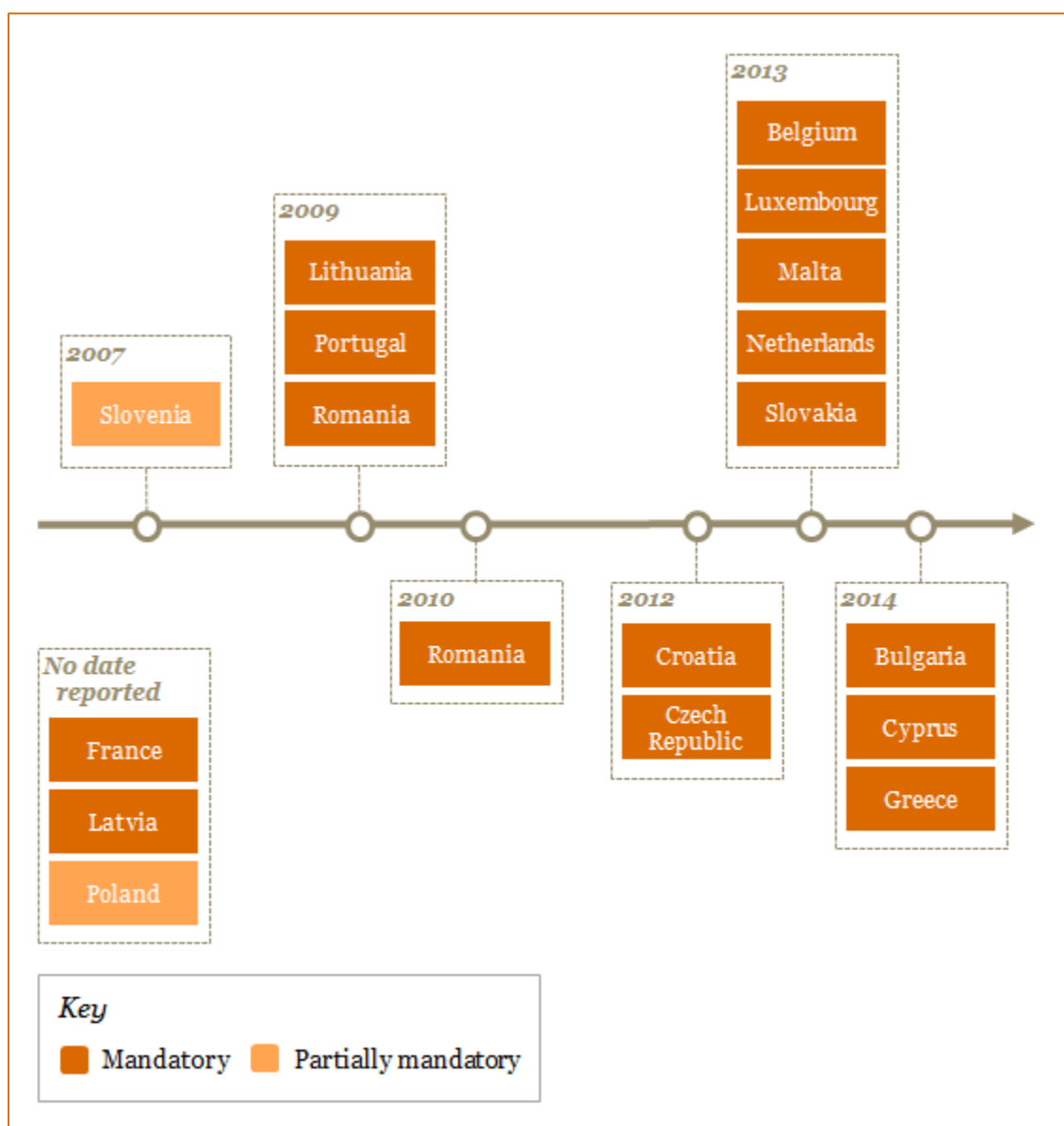
However it must be noted that even if not mandatory, e-Access is **available in 10 countries**: Denmark, Estonia, Finland, Germany, Hungary, Ireland, Italy, Spain, Sweden and the United Kingdom.

e-Access uptake

The figure below portrays an overview of the estimated e-Access uptake at national or centralised platform level in the EU 28 Member States. The figure excludes data obtained from platforms that only cover federal or central government level. Note that we have collected uptake estimations that are sometimes measured in volume and other times in value and thus percentage uptakes presented for e-Access refer to value of procedures in 12 Member States (Croatia, Cyprus, the Czech Republic, Estonia, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal and Romania) and for 2 Member States (Belgium and Bulgaria), data refers to the uptake measured in volume.

Figure 16: Overview of estimated e-Access uptake at the national or centralised platform level in the EU 28
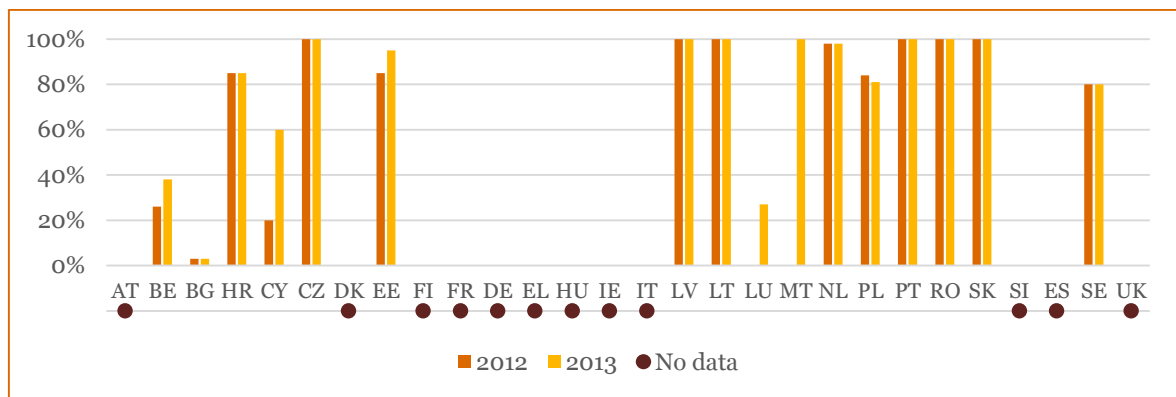
Source: Information was either acquired through desk research and verified with MS or provided by MS through interviews.

The figure shows that **in 8 Member States** (the Czech Republic, Latvia, Lithuania, Malta, the Netherlands, Portugal, Romania and Slovakia), **e-Access uptake is close or equal to 100% uptake** and in **3 Member State** (Estonia, Croatia and Sweden), the uptake was close to or equal to 80%. **3 Member States** (Belgium, Cyprus and Estonia) registered an increase during the two years (2012 and 2013), while in **1 Member State** (Poland), e-Access uptake decreased (84% to 81%) and in **1 Member State** (Bulgaria) the reported uptake was low (3%).

3 Member States (France, Italy and Spain) were not able to provide nation-wide consolidated data, while 9 Member States did not provide any uptake estimations. Therefore, an overall uptake conclusion concerning e-Access may not be drawn. At the same time it is worth noting that we have found a correlation between the (partially) mandatory environment and the uptake data availability. In effect, this correlation analysis as presented in Table **9** shows that a mandatory (or partially mandatory) **environment leads to a higher level of data collection** while no mandatory environment leads to a lower level of data collection.

No mandatory environment leads to a lower data collection

Out of the **10 Member States** where e-Access was **not mandatory** practice, it was found that:

➔ Only **2 Member States** provided data for at least one of the years (2012 or 2013).

2/10

Mandatory or partially mandatory environment leads to a higher data collection

Out of the **18 Member States** where e-Access is either **mandatory** practice or **partially mandatory** practice, it was found that:

➔ **14 Member States** provided data for at least one of the years (2012 or 2013).

14/18

e-Access practice

Obviously, if a country makes it mandatory for all contracting authorities to publish notices electronically, they need to be able to use a platform. Depending on the business model followed in the country, this can be a public or private platform or even several platforms. As a consequence, this impacts the e-Procurement uptake when the available platform(s) and related systems are offering different solutions and costs.

The e-Procurement platforms of the different Member States provide several functionalities and information to the users. This study revealed that access for **contracting authorities is free of charge in 23 Member States**, and for the **economic operators in 26 Member States** (refer to our analysis about 'Mystery shopping' in the section on Reported practices simplifying e-Procurement for economic operators). In general, according to the Article 53 of the Directive 2014/24/EU, access to public procurement documents should be free of charge from April 2016.

It must also be noted that especially when different platforms are not interconnected, the access charge could become a real issue if economic operators need to search for notices and interact through several platforms. It was noted that the models for payment policy vary from platform to platform, even in the same country.

Transparency would assure 'connecting' procurement information and data generated and published on different platforms within one country (refer to section on reported practices).

e-Submission uptake level

e-Submission regulation

e-Submission is **fully mandatory in 4 countries, while in 11 countries it is only mandatory in certain cases** (e.g. for Dynamic Purchasing Systems, specific requirements, certain thresholds or type of contracts).

In **2 countries** (Bulgaria and Cyprus), e-Submission is planned to be made mandatory.
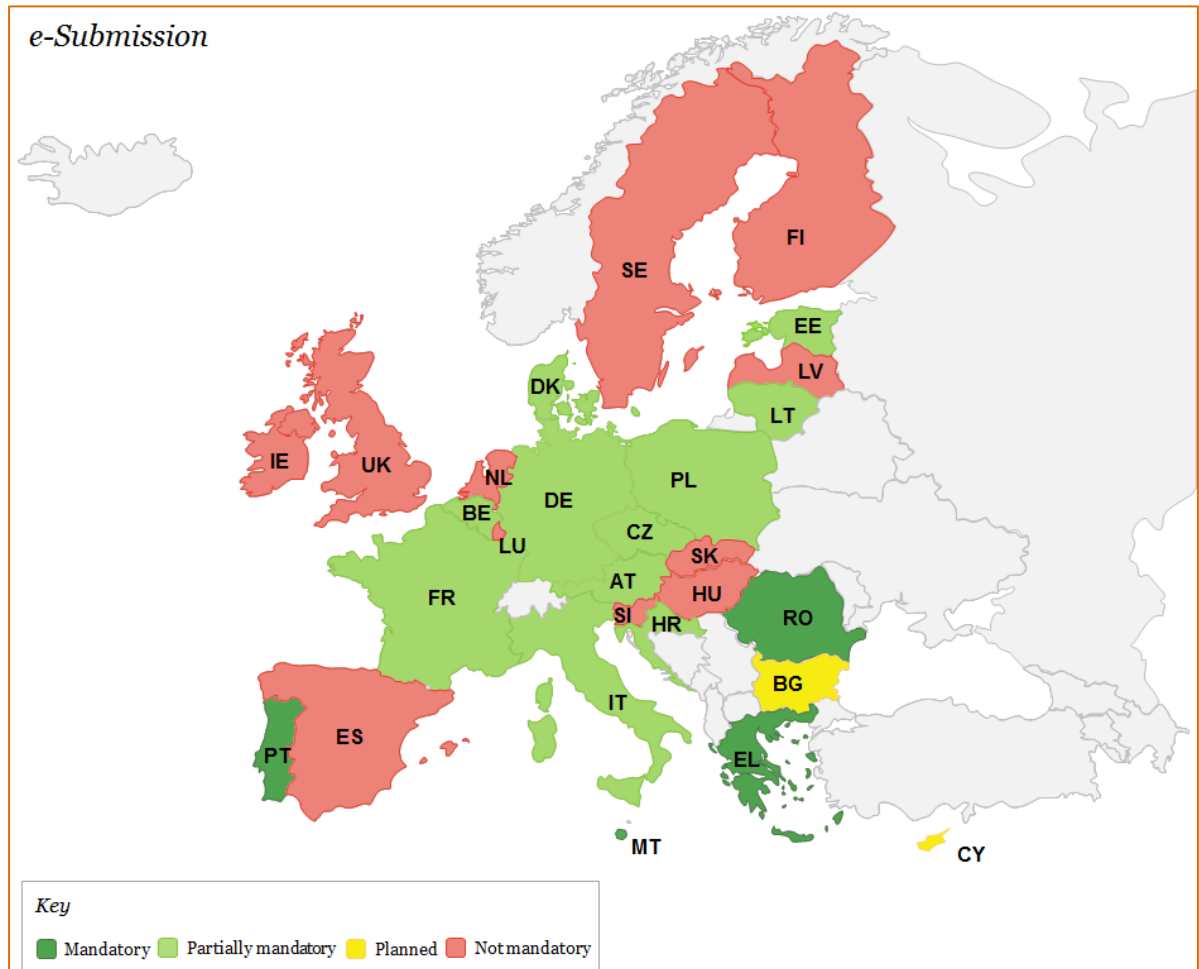
Fully mandatory:

- **Greece:** The practice is mandatory since 2014.

- **Malta**: The practice is mandatory since 2013.

- **Portugal**: The practice is mandatory through the certified electronic platforms since 2009.

- **Romania**: The practice is mandatory for contracting authorities since 2010.

Partially mandatory:

- **Austria:** The practice is partially mandatory. It is obligatory in the cases where a dynamic purchasing system is used.

- **Belgium**: The practice is partially mandatory since 2012. It is obligatory for the Flemish government and planned to be made mandatory for the rest of Belgium.

- **Croatia**: The practice is partially mandatory since 1 January 2015. It is obligatory for contracting authorities above the EU threshold and after 1 July 2015 it will become mandatory also below the EU threshold. After 1 July 2016, e-Submission will be mandatory for all participants in all procedures.

- **Czech Republic**: The practice is partially mandatory since 2012. A national implementing measure is planned to transpose the new Directive 2014/24/EU.

- **Denmark**: The practice is partially mandatory since 2013. It is obligatory for contracting authorities to allow e-Submission for at least 50% of their total procurement budget.

- **Estonia**: The practice is partially mandatory. The contracting authority must allow the e-Submission of tenders and requests for at least 50% of the financial capacity of public procurement planned by the contracting authority for the budgetary year.

- **France**: The practice is partially mandatory. It is obligatory for public markets relating to IT supplies or services above threshold (€90,000).

- **Germany:** The practice is partially mandatory since 2010. It is obligatory for federal contracting authorities not to accept paper-bound submissions since and use the federal platform eVergabe to do so.

- **Italy**: The practice is partially mandatory since 2013. It is obligatory when using the dynamic purchasing system for the National Health System entities.

- **Lithuania**: The practice is partly mandatory for all contracting authorities, since it is required for at least 50% of the total value of public procurement.

- **Poland**: The practice is partially mandatory. It is obligatory when using the dynamic purchasing system and e-Auction.

Planned to be mandatory:

- **Bulgaria**: The practice is planned to be made mandatory gradually during the period 2014-2020.

- **Cyprus**: The practice is planned to be made mandatory in 2015.

e-Submission uptake

The figure below portrays an overview of the estimated e-Submission uptake at national or centralised platform level in the EU 28 Member States. Data that represents federal or central, but not centralised, public procurement platforms is not presented in this figure. Note that we have collected uptake estimations that are sometimes measured in volume and other times in value and thus percentage uptakes presented for e-Submission refer to value of procedures in 9 Member States (Cyprus, the Czech Republic, Estonia, Ireland, Lithuania, Malta, the Netherlands, Portugal and Romania) and for 2 Member States (Belgium and Sweden), data refers to the uptake measured in volume.

Figure 17: Overview of estimated e-Submission uptake at the national or centralised platform level in the EU 28
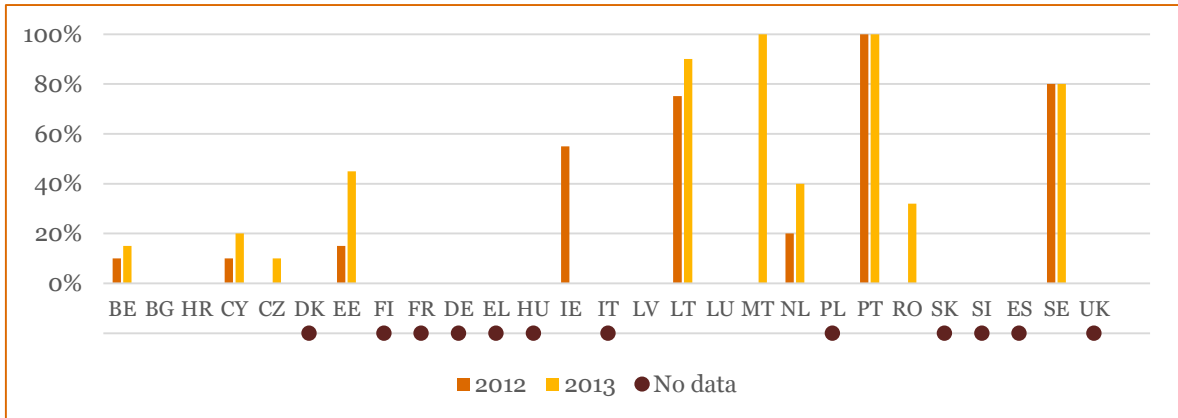
Source: Information was either acquired through desk research and verified with MS or provided by MS through interviews.

The figure shows that in **2 Member States** (Malta and Portugal), the **e-Submission uptake was reported to be 100%** and **1 Member State** (Sweden) **stated uptake to be 80%**. In other Member States, uptake was more limited. Nevertheless, **5 Member States** (Belgium, Cyprus, Estonia, Lithuania and the Netherlands) have shown an **increase in the e-Submission uptake** during the two years (2012 and 2013). In **4 Member States** (the Czech Republic, Ireland, Malta and Romania), uptake estimates were available only for one year.

It was not possible to obtain e-Submission data in 4 Member States (Bulgaria, Croatia, Latvia and Luxembourg), since it was not yet available as a function in 2012-2013. Furthermore, 2 Member States (Italy and Spain) were not able to provide nation-wide consolidated data, while 10 Member States did not provide any uptake estimations. Therefore, an overall uptake conclusion concerning e-Submission may not be drawn. At the same time it is worth noting that we have found a correlation between the (partially) mandatory environment and the uptake data availability. As reported before for e-Access, this correlation analysis as presented in Table 10 also shows that a mandatory (or partially mandatory) **environment leads to a higher level of data collection**.

Table 10: Correlation between the e-Submission aggregated uptake data availability and the regulatory environment in the Member States

| **No mandatory** environment leads to a **lower data collection**	
Out of the **10 Member States*** where e-Submission was **not mandatory practice** (of which 2 Member States plan to make it mandatory), it was found that: ⇨ only **4 Member States provided data** for at least one of the years (2012 or 2013) ** Note that 4 Member States (i.e. Bulgaria, Croatia, Latvia and Luxembourg) were not included in the group of no mandatory environment since e-Submission was not available as a function in 2012-2013 in those countries and thus there was no possibility to obtain the data.*	 4/10

Out of the **14 Member States** where e-Access is either a **mandatory** practice or **partially mandatory** practice, it was found that:

⇨ **8 Member States provided data** for at least one of the years (2012 or 2013).

8/14
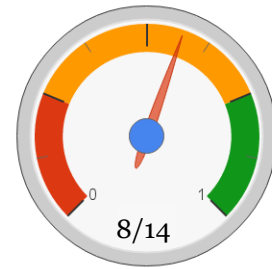
e-Submission practice

For information purposes, the map below shows the current EU trend with regard to the **availability of the e-submission functionality** implemented in the Member States. It can be observed that most of the countries have made e-Submission available in their country, with **25 countries where e-Submission is fully or partially available** and two countries planning to implement such functionality in the future.

e-Submission (available)

Key
Available ▪ Partially available ▪ Planned ▪ No information
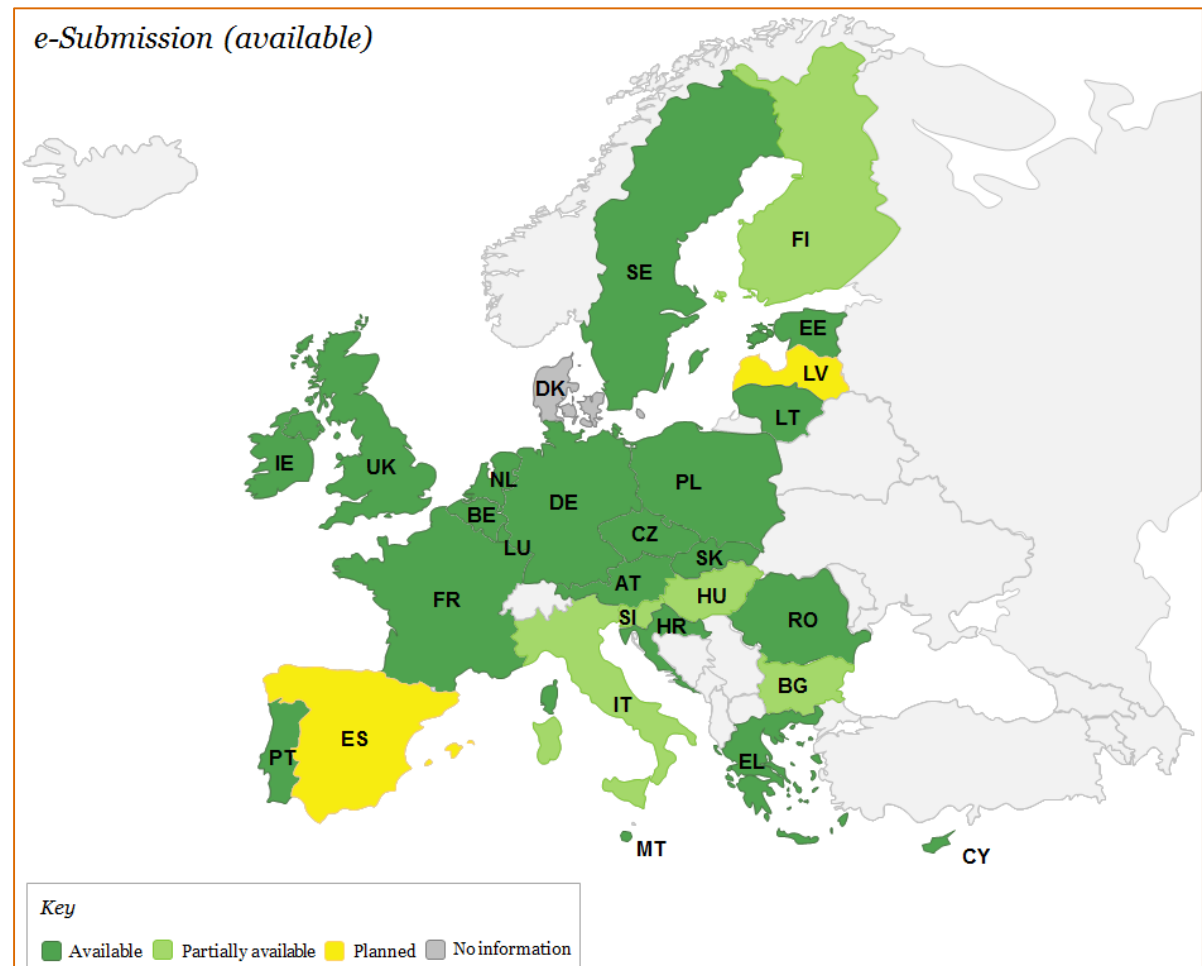
Considering the **wide availability of e-Submission** and that only four Member States (Greece, Malta, Portugal and Romania) have already made the use of e-Submission fully mandatory, there is a large potential for improving e-Procurement uptake with legal instruments. For e-Submission,

[Directive 2014/24/EU](#) and [Directive 2014/25/EU](#) are already tapping into this potential and e-Submission uptake is therefore expected to increase rapidly between 2016 and 2018.

However, several Member States reported that legal obligation is the only way to push e-Procurement to contracting authorities that are resistant to change. For example, in Belgium, contracting authorities from the region of Flanders must allow e-Submission, whereas Walloon contracting authorities may choose whether or not to allow e-Submission. It should be noted that the uptake of e-Submission in Flanders was 65.81% in 2012 and 80.21% in 2013, while in Wallonia it accounted for 0.06% in 2012 and 0.64% in 2013. Therefore, considering that both regions have access to similar e-Procurement tools, significant differences in e-Procurement uptake can be attributed to the Flemish regulation forcing contracting authorities to accept e-Submission.

e-Invoicing uptake level

e-Invoicing regulation

Currently, e-Invoicing is fully **mandatory in 2 Member States** (Denmark and Spain) for all contracting authorities and economic operators. The case of Denmark is remarkable, where e-Invoicing is mandatory since 2005.

In **8 Member States** (Austria, Finland, France, Italy, the Netherlands, Slovenia and Sweden), e-Invoicing for B2G is **partly mandatory**. And **2 Member States** (Estonia and Luxembourg) have plans to make e-Invoicing mandatory within the next 2 years.
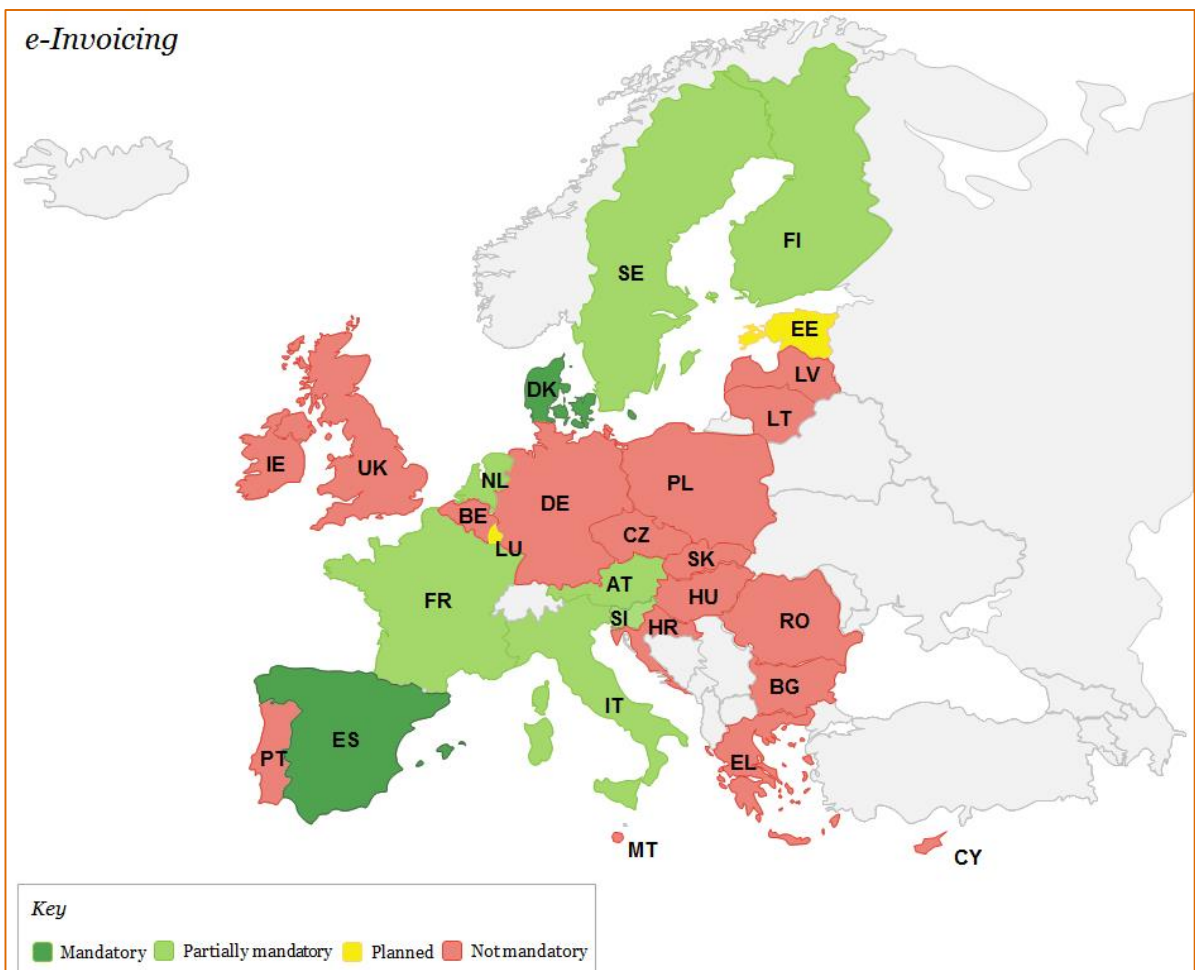
Fully mandatory:

- **Denmark**: The practice is mandatory since 2005 and no paper invoices are accepted by public buyers.
- **Spain**: The practice is mandatory since January 2015 and all invoices by economic operators to contracting authorities need to be sent electronically.

Partially mandatory:

- **Austria**: The practice is partially mandatory since 1 January 2014. It is obligatory at federal level to receive all invoices electronically.
- **Finland**: The practice is partially mandatory since 2011. It is obligatory for central government to receive invoices electronically. The majority of contracting authorities require the suppliers to use e-Invoicing only.
- **France**: The practice is partially mandatory since 2012. It is obligatory for the contracting authorities to receive electronic invoices and it will become progressively mandatory for economic operators.
- **Italy**: The practice is partially mandatory since June 2014. It is obligatory for central administrations and planned to be mandatory for all public administrations after March 2015.
- **Netherlands**: The practice is partially mandatory since 2011. It is obligatory for central government to receive invoices electronically.
- **Slovenia**: The practice is partially mandatory since January 2015. It is obligatory for all contracting authorities to receive electronic invoices.
- **Sweden**: e-Invoicing is mandatory since 2008 for governmental agencies; for municipalities and regions, e-Invoicing is available.

Planned to be mandatory:

- **Estonia:** It is planned to be mandatory by the end of 2016. Along with e-Invoicing, mainly PDF is currently used.
- **Luxembourg**: Plans to make e-Invoicing mandatory are under discussion.

It should be noted that 3 Member States (Hungary, Romania and Cyprus) reported that e-Invoicing was not available.

e-Invoicing uptake

The figure below portrays an overview of the estimated e-Invoicing uptake at national or centralised platform level in the EU 28 Member States. Data that represents federal or central, but not centralised, public procurement platforms is not presented in this figure. Note that we have collected uptake estimations that are sometimes measured in volume and other times in value and thus percentage uptakes presented for e-Invoicing refer to value of procedures in 3 Member States

(Denmark, the Netherlands and Poland) and for 2 Member States (Belgium and Sweden[26]), data refers to the uptake measured in volume.

Figure 18: Overview of estimated e-Invoice uptake at the national or centralised platform level in the EU 28
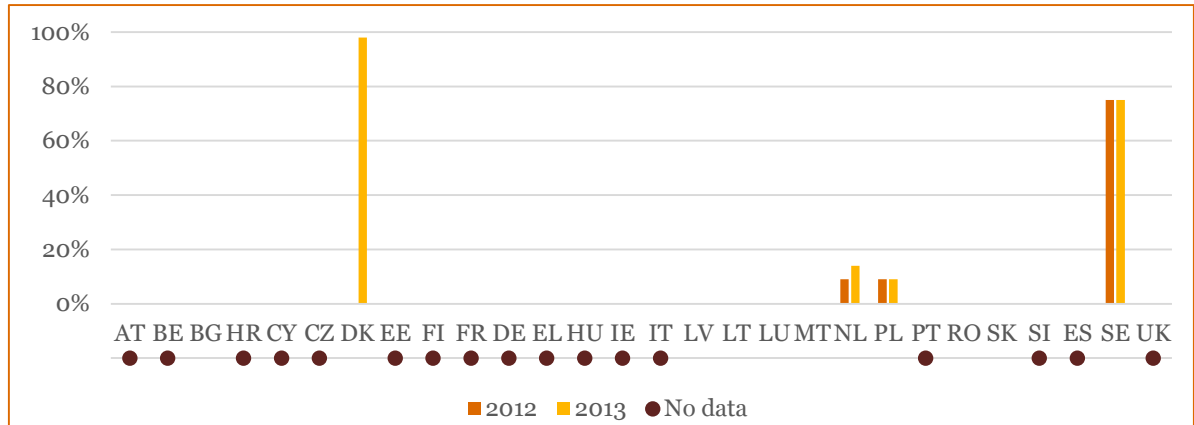
Source: Information was either acquired through desk research and verified with MS or provided by MS through interviews.

The study team was able to **acquire the uptake information only in 4 Member States** (Denmark, the Netherlands, Poland and Sweden) and only 2 of those Member States showed a high e-Invoicing uptake (98% for Denmark and 75% for Sweden). It was not possible to measure e-Invoicing in 7 Member States (Bulgaria, Latvia, Lithuania, Luxembourg, Malta, Romania and Slovakia) since it was not yet available as a function, 1 Member State (the United Kingdom) was not able to provide nation-wide consolidated data while 16 Member States did not provide any uptake estimations. Therefore, as e-Invoicing is still at an early stage of adoption and in 2012-2013 it was (partly) mandatory only in 4 Member States (i.e. Denmark, Finland, France and Sweden), a correlation analysis with available data was not done.

e-Invoicing practice

e-Invoicing appears to be rarely included in current or planned e-Procurement policies and it is often managed by a different administrative body altogether (i.e. Ministry of Finance). Nevertheless, there are countries such as Denmark with a long history of e-Invoicing obligation.

It should be noted that many Member States plan to implement new legislation concerning e-Invoicing in 2015 as a transposition of the e-Procurement EU Directive. e-Invoicing is not seen as an integrated part of public procurement and there is seldom specific data collected on uptake. However some countries (i.e. Sweden) did report progress towards e-Invoicing.

For information purposes, the map below shows the current EU trend with regard to the **availability of the e-Invoicing functionality** implemented in the Member States.

It can be observed that most of the countries have made e-Invoicing available in their country, with **19 countries where e-Invoicing is fully or partially available** and with 5 countries planning to implement such a functionality in the future.

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[26] Please note that for Sweden, the uptake data provided of 75% represents the amount of contracting authorities that use e-Invoicing in the cases where they have e-Invoicing (receiving and processing invoices electronically).

e-Invoicing (available)

Key: Available · Partially available · Planned · Not available
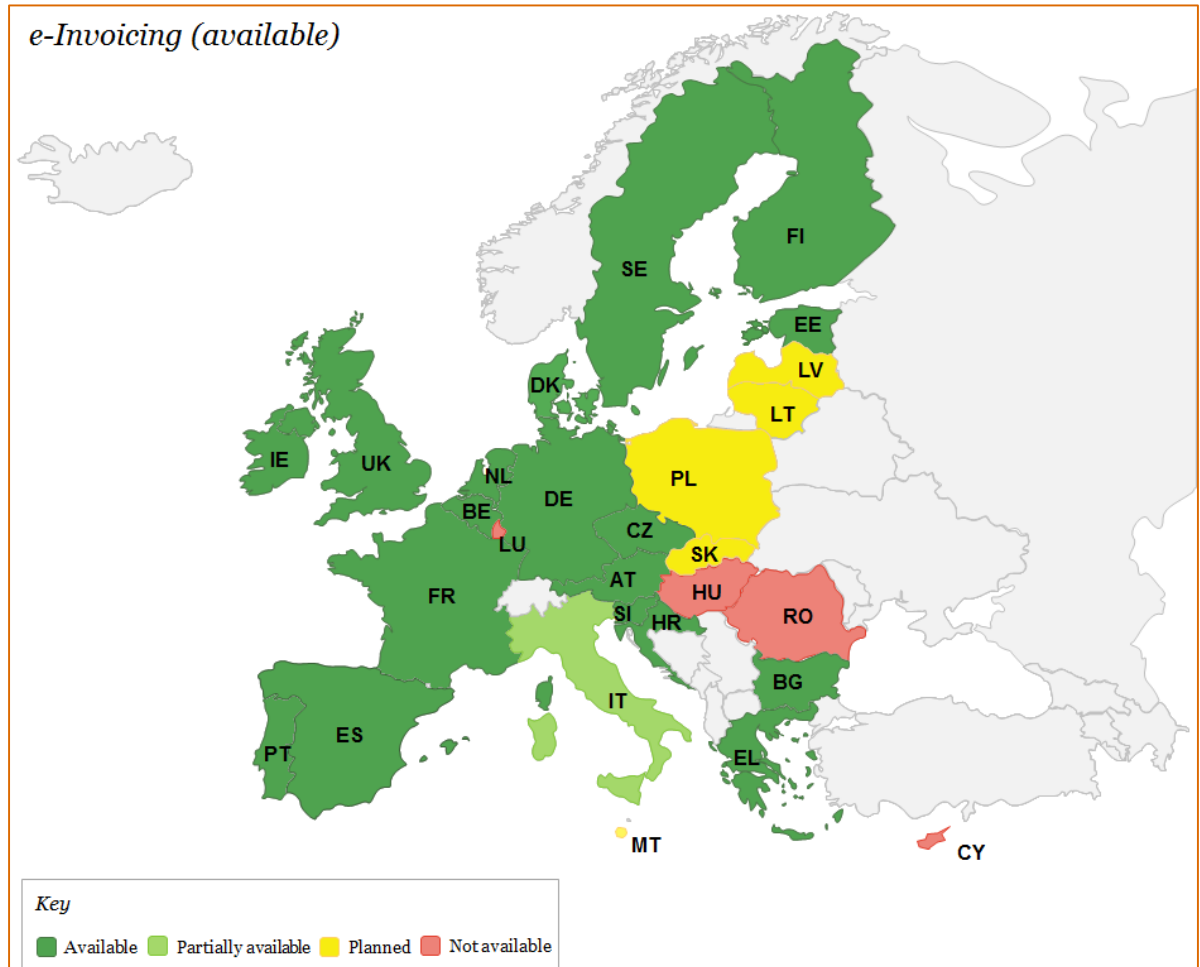
To summarise, the regulatory environment has a 'push' effect for e-Procurement uptake but we should distinguish making it mandatory for contracting authorities to accept e-Invoices from making it mandatory for all economic operators to send invoices electronically. The former measure can be considered good practice as it offers the twofold advantage of:

- not constraining economic operators who can continue working with traditional invoices; and
- increasing effectively the uptake of e-Procurement.

It can be concluded that the availability of e-Invoicing tools is not a sufficient prerequisite, but only a necessary condition, for the successful uptake of e-Procurement. It should be noted that the same logic also applies to e-Submission and tenders.

Other practices

During our study, we also assessed the availability of the additional e-Procurement functions as this provides additional information on the e-Procurement context in Europe.

The list below presents the information collected with regard to the availability of functionalities of the other e-Procurement processes in the EU Member States. Note that this information on other functionalities available in each Member State is also presented in the detailed Country Snapshots.

- **e-Planning**: It is mandatory practice in **2 countries** (Hungary and Lithuania). In Hungary, all contracting authorities should publish their Public Procurement Plans in the KBA module and it should contain all planned contracts above national threshold. In **4 other countries** (Greece, Spain, Sweden and the United Kingdom), e-Planning is available.

- **e-Attestation**: It has been observed in 17 countries, where it is available for **12 countries** (Austria, Belgium, Cyprus, Germany, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Slovenia, Spain, and the United Kingdom) and partially available in **5 countries** (France, Greece, Italy, Portugal and Sweden).

- **e-Evaluation**: **2 countries** (Estonia and Portugal) have implemented e-Evaluation on a mandatory basis. In Estonia, e-Evaluation is always used together with e-Submission, which is a mandatory part of e-Procurement. e-Evaluation has been an obligatory practice in Portugal since 2009 and is mandatory until the contract has been awarded. In **13 countries** (Austria, Croatia, Cyprus, Greece, Ireland, Italy, Lithuania, Luxembourg, Malta, the Netherlands, Slovakia, Slovenia and Sweden), it is available and in **3 other countries,** it is partially available (Belgium, the Czech Republic and Poland).

- **e-Awarding**: It is mandatory in **3 countries** (Cyprus, Estonia and Portugal). In Cyprus, all tenders are awarded electronically. The e-Awarding function in Estonia is always used along e-Submission, which is mandatory. In Portugal, it has been a mandatory practice since 2009. In **17 other countries** (Austria, Belgium, Croatia, Denmark, France, Greece, Ireland, Italy, Lithuania, Malta, the Netherlands, Romania, Slovakia, Slovenia, Spain, Sweden and the United Kingdom), e-Awarding is available. In **Finland** and **Germany**, it is available in some cases.

- **e-Auction**: **e-Auction** has been observed as an available practice in **21 of the EU Member States** (Austria, Belgium, Bulgaria, Croatia, Cyprus, Denmark, Estonia, France, Greece, Ireland, Italy, Lithuania, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Sweden and the United Kingdom). In **4 countries** (Finland, Germany, Hungary and Spain), e-Auction is partially available.

- **e-Request**: In **11** countries, **e-Request** (Austria, Cyprus, Ireland, Latvia, Lithuania, the Netherlands, Portugal, Slovenia, Spain, Sweden and the United Kingdom) is an available practice.

- **e-Catalogue:** In **14 countries** (Austria, Belgium, Cyprus, Germany, Greece, Ireland, Italy, Latvia, Lithuania, the Netherlands, Romania, Slovenia, Sweden and the United Kingdom), e-Catalogue is made available. For **2 other countries** (Denmark and Finland), it is partially available.

- **e-Ordering**: In **2 countries** (Italy and Lithuania), **e-Ordering** is a mandatory practice. In Italy, it is mandatory for all contracting authorities. From 2012 to 2013, the number of e-Orders increased from 150,000 to over 400,000, reflecting an increase of 174%. In Lithuania, it is mandatory when purchasing through the Central Purchasing Body. Furthermore, it is available in **10 countries** (Austria, Belgium, Cyprus, Greece, Ireland, Latvia, the Netherlands, Slovenia, Sweden and the United Kingdom) and partially available in **Finland**.

- **e-Payment**: The related **e-Payment** solution has been reported to be partially mandatory in **Croatia.** Here, for contracting authorities that are State budget users, it is mandatory to make payments through a separate e-Payment system run by the Ministry of Finance - State Treasury. Other contracting authorities use net-banking. e-Payment is available in **11 countries** (Denmark, Finland, Ireland, Latvia, Lithuania, the Netherlands, Portugal, Slovenia, Spain, Sweden and the United Kingdom), and partially available in **Greece**.

- **e-Archiving:** In **Slovenia**, e-Archiving is a mandatory practice according to Article 67 of the Public Procurement Act. **17 countries** (Austria, Belgium, Bulgaria, Croatia, Cyprus, the Czech Republic, Denmark, Finland, France, Greece, Ireland, Italy, Lithuania, Malta, Slovakia, Spain and Sweden) have made the function available and in **Germany** and **Hungary**, it is partially available.

Other platform functionalities implemented in the country
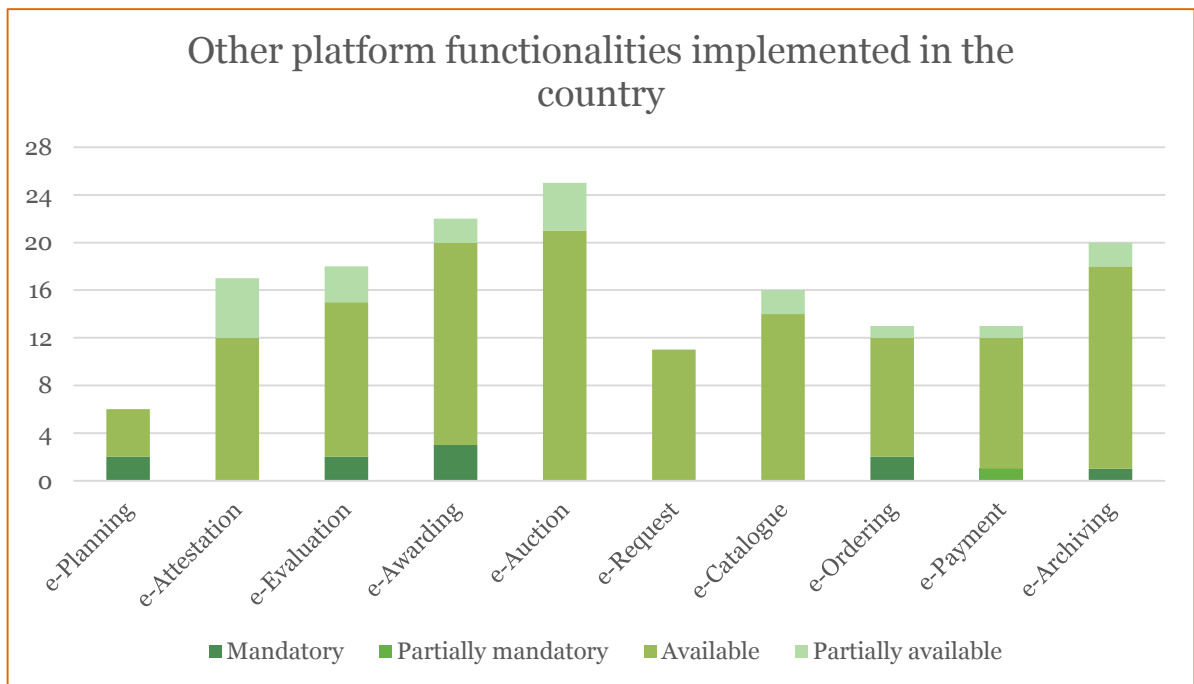
The availability of electronic public procurement functions, in addition to the mandatory ones, can make the use of e-Procurement platforms more attractive to contracting authorities and economic operators.

There are more incentives for contracting authorities and economic operators to use a particular platform, if there are additional e-Procurement functions, i.e. features related to post-award procurement. For this reason, some Member States have made end-to-end e-Procurement their priority through their national strategy (e.g. the Czech Republic and Portugal), even though the European regulatory environment does not make it mandatory.

Country snapshots per Member State on e-Procurement status and policy

This Chapter contains the country sheets which present the overview on e-Procurement status and policy per Member State. It presents a summary per country for the 28 Member States. The information produced was acquired through desk research and interviews with the Member States representatives, who validated the information collected. Table 11 portrays all symbols used in country sheets along with their explanation.

Table 11: Explanation of symbols used in country sheets

Symbol	Meaning
	Centralised system
	Decentralised system
	(Partly) mandatory process
	Available process
	Planned process
	Not available
	No information
	Under discussion
	Legal documents
	Charge for the platform
	Seminars/ teaching material
	Private platforms
	Measured uptake

Austria
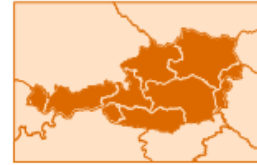
Austria has made e-Invoicing mandatory since 01/01/2014.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

|	
e-Notification	No data
e-Access	No data
e-Submission	No data
e-Invoicing	No data
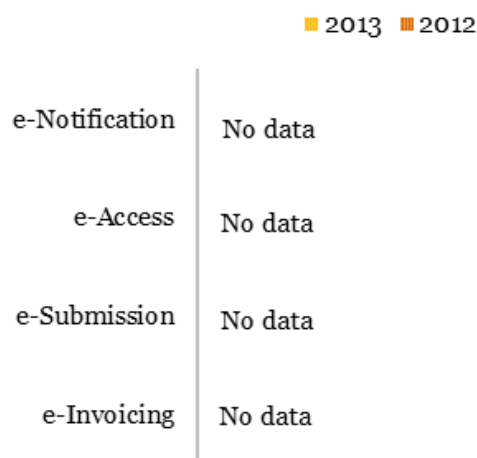
Note: It has been reported by the Member State that no data that is collected or available on e-Procurement matters. For e-Invoicing uptake information will be available from 2014. The Federal Chancellery has validated the presented information.

Dispersed, centralised and private platforms co-exist without interoperability being ensured.

At federal level there are different public and private platforms and each federal state (Land) has its own platform.

e-Notification is mandatory by Federal Procurement Law for all contracting authorities since 2013.

e-Access is mandatory by Federal Procurement Law for all contracting authorities since 2010.

e-Submission is allowed and can be made available based on the Federal Public Procurement Law.

e-Invoicing is partly mandatory since 2014; mandatory to receive for contracting authorities at federal level.

Austria
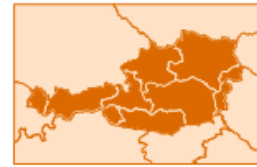
Summary

In Austria the rules of public procurement are regulated at the **federal level**. The Länder (federal states) have to be consulted and need to agree. The Länder have autonomy regarding the execution of federal procurement rules (e.g. e-Notification). Municipalities do not have autonomous laws and apply the Federal Public Procurement Law. For e-Notification, municipalities follow the rules set up at the Länder level.

The **Federal Chancellery** is responsible for the e-Government (general framework) and e-Procurement policies. There is a **Federal Procurement Agency** founded by the federal government in 2001 through the Federal Procurement Agency Act that provides central procurement services to federal ministries, in particular to negotiate framework contracts and make them available to the ministries. It is a centralised purchasing agency. The **Ministry of Finance** contributes to the strategy on e-Procurement and e-Invoicing at federal level.

Bundesbeschaffung (http://www.bbg.gv.at/) or otherwise called Federal Procurement Agency (FPA) is a centralised purchasing body (CPB) which also operates a post-award tool called e-Shop. Federal level CAs are obliged by law to purchase via FPA, while other contracting authorities may use its services and are charged a so-called administrative charge. The FPA charges suppliers for using the e-Shop. The electronic notification of award, e-Access, and e-Submission is performed by FPA. There are around 6.500 CAs, mainly federal ministries, Länder, public authorities, municipalities, and universities. There are several other public and private platforms; data is not collected centrally on their use. FPA is promoting the use of e-Procurement and is connected to PEPPOL.

At state level, the platform ANKÖ provides e-Procurement solutions to five federal states, along with nationwide e-Submission, e-Attestation and e-Auctioning solutions.

There is **no single one-stop-shop portal** for all procurements at federal and state level. Platforms are not linked to the FPA.

- **e-Notification** is mandatory for all CAs including the entities procuring in the utility sectors (Directive 2014/25/EU) and the procurements in the fields of defence and security (Directive 2009/81/EG). Different platforms are in use and rules exist at the federal level.

- **e-Access** has been made mandatory by the Federal Procurement Law.

- **e-Submission** is allowed and can be made available based on the Federal Public Procurement Law.

- **e-Invoicing** is mandatory to the federal institutions. The Federal Ministry of Finance assigned the Federal Computing Centre (Bundesrechenzentrum GmbH) with the task of setting up and operating a one-stop-shop Business Service Portal called Unternehmensserviceportal (USP), which allows conducting transactions with government authorities. Since 2014, 800.000 e-invoices from 35.000 suppliers were received in one of the four transmission channels.
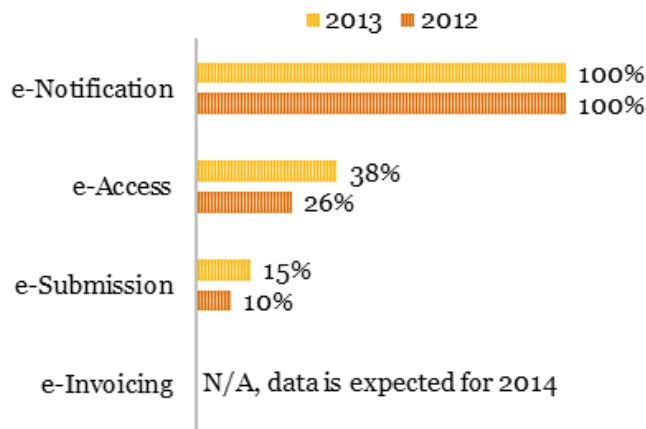
Belgium
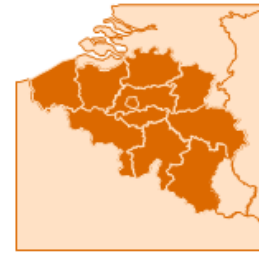
Belgium publishes e-Procurement data online and
coordinates e-Procurement activities

Evolution of e-Procurement uptake (**volume**) – national level

■ 2013 ■ 2012

| Category	2013	2012
e-Notification	100%	100%
e-Access	38%	26%
e-Submission	15%	10%
e-Invoicing	N/A, data is expected for 2014	

Note: The uptake refers to national data (including local authorities) that was acquired from statistical reports provided by the Federal government. Concerning e-Submission data, numbers are an extrapolation based on the gathered data: e-Submission was permitted in 13% (2012) and 19% (2013) of the procedures, and when permitted, 72% (2012) and 80% of the tenders were submitted electronically. The Federal Public Service for Personnel and Organisations has validated presented information.

- Central platform used at the federal level and in the Flemish and Brussels-Capital regions, Wallonia government has developed its own portal
- One-stop-shop national procurement portal is being implemented
- e-Notification is mandatory
- e-Access is mandatory and is a part of e-Notification
- e-Submission is available and mandatory for the Flemish government since 2012
- e-Invoicing has started as Mercurius based on e-PRIOR

Belgium
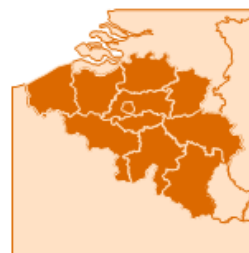
Summary

Belgium has an approach characterised by **cooperation and coordination. A central portal** and platform (www.publicprocurement.be) is used at the **federal level** and in the Flemish and Brussels-Capital regions. The Walloon government has developed its own portal (marchespublics.wollonie.be) for its ministries, which can be used by the French Community, regional and local organisations. All French speaking organisations that do not belong to the federal government can use the platform of their choice, but all procurements information must be sent as an e-Sender to the Belgian Public Tender Bulletin (BDA), a central platform for e-Notification (at federal level).

There is a strategic coordination for public procurement: e-Procurement at the federal level for legal matters is coordinated by the **Chancellery of the Prime Minister** and the general e-Procurement coordination is done by Federal Public Service for Personnel and Organisations. The **general procurement legislation and policy** (e.g. thresholds) is defined at the federal level. At the same time, regions have their own specific execution circulars. Statistics on procurement and e-Procurement are published in a transparent manner on www.publicprocurement.be for the federal government and same data is shared through www.bestuurszaken.be (originally a website for Flemish region). Data can be extracted at different levels: **1) Federal government, 2) Flemish government, 3) Brussels capital Region, 4) Walloon region and French speaking community and 5) German speaking community.**

- **e-Notification** is available and notices that are above the threshold are published on the BDA. On FreeMarket, notices that are below the threshold are published electronically on voluntary basis.

- **e-Access** is available and is considered to be a part of e-Notification.

- **e-Submission** is available and it can be made mandatory at federal level and in regions (e.g. e-Submission is mandatory for the Flemish government since 2012).

- **e-Invoicing** has been implemented. It was started in 2014 as Mercurius, based on e-PRIOR.
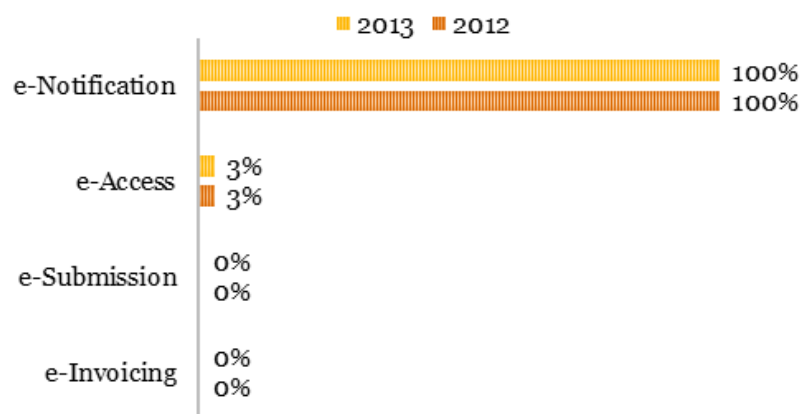
Bulgaria

Bulgaria has a centralised platform (www.aop.bg) which offers an e-Notification module for all contracting authorities

Evolution of e-Procurement uptake (volume)

■ 2013 ■ 2012

	2013	2012
e-Notification	100%	100%
e-Access	3%	3%
e-Submission	0%	0%
e-Invoicing	0%	0%

Note: Information is based on the interviews and has been validated by the Public Procurement Agency. In the case of e-Notification, the 100% uptake represent an estimation concerning the mandatory cases (i.e. above the threshold) on the central procurement platform, which works as a one-stop-shop. Information about e-Access is from Public Procurement Portal only. e-Submission and e-Invoicing have not been implemented yet, therefore the uptake is assumed to be 0%.

Central Procurement portal (www.aop.bg) - there are many private platforms

e-Notification is mandatory since 2004 by the Public Procurement Law, all contract notices have to be published on the Public Procurement Portal, but it is allowed to send paper and electronic documents (in parallel)

e-Access is mandatory for all contracting authorities since 2014; CA need to publish procurement documentations on their buyer's profiles.

e-Submission is planned to be introduced from January 2016 and will become mandatory for all procedures according to the rules in the new national law.

e-Invoicing is a strategic objective

Bulgaria

Summary

Bulgaria is in the process of deciding on the future model to be followed concerning e-Procurement. The **Public Procurement Agency (PPA)** manages the Public Procurement Register and Public Procurement Portal.

AOP (www.aop.bg) is a centralised platform which offers an e-Notification module for all contracting authorities. The **Ministry of Finance** acts as a Central Purchasing Body (CPB) for the central administration and coordinates policy and regulation related to e-Invoicing in general. The state policy for introducing e-Invoicing in Public Procurement is a responsibility of the Ministry of Economy and Energy. The **Ministry of Transport, Information Technology and Communications** is responsible for e-Government policy and the development of an e-ID solution, which might have an impact on reducing administrative burden for specific data provisions related to public procurements.

- **e-Notification:** Public Procurement Law made the use of Public Procurement Register (integrated in the Public Procurement Portal) mandatory for publication of notices. All contract notices have to be published on the Public Procurement Portal, but it is permitted for contracting authorities to send paper and (in parallel) electronic documents. After 26 February 2012 paper notices are not allowed in the case of so called *public announcements* (or *small notices*). There are national thresholds (for goods and services between 20,000 and 66,000 BGN; for public works between 60,000 and 264,000 BGN) and above the threshold *public announcements* are used. Below these thresholds simplified rules applied and contract notices are not obligatory.
- **e-Access:** This module is implemented and active on http://www.aop.bg for all contracting authorities. Since 1 October 2014 all contracting authorities are obliged to publish procurement documents on their own buyer's profiles.
- **e-Submission**: It is planned to be introduced from January 2016 and will become mandatory for all procedures according to the rules in the new national law.
- **e-Invoicing**: It is not available on the centralised platform and a solution is recently planned to be developed by the Ministry of Finance.

The Public Procurement Law refers to the possibility of using **e-Auction** and some private platforms allow it.
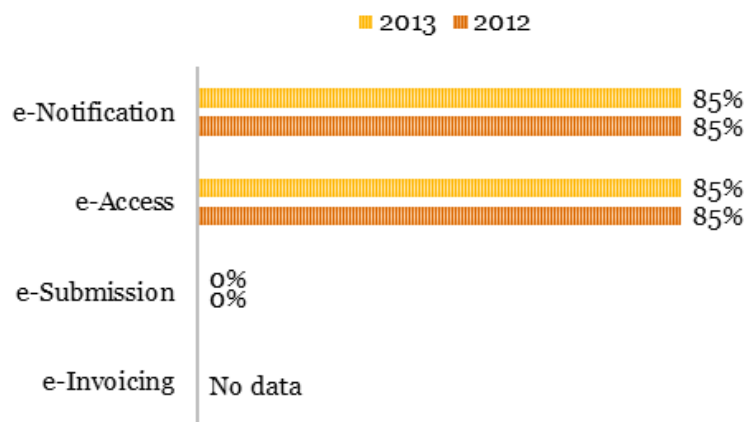
Croatia

Croatia has an e-Procurement Strategy

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	85% (2013) / 85% (2012)
e-Access	85% (2013) / 85% (2012)
e-Submission	0% (2013) / 0% (2012)
e-Invoicing	No data

Note: The estimates for e-Notification and e-Access have been taken from statistical reports. e-Notification in 2012 and 2013 covered 85% of the total public procurement, while in mandatory cases (i.e. above threshold) it reached 100%. e-Access in 2012 and 2013 also covered 85% (i.e. all open and restricted procedures) of the total public procurement. e-Submission was not available in 2012 and 2013, therefore the uptake is 0%.

Central Procurement portal

e-Notification is mandatory above national threshold and voluntary below national threshold since 2008.

e-Access is available since 2008 and mandatory since 2012.

e-Submission is available since 2014 and will be mandatory from 1 January 2015 for CA (above EU threshold) and after 1 July 2015 (below threshold). From 1 July 2016 e-Submission will be mandatory for all participants in all procedures.

e-Invoicing is available and treated as a strategic objective.

Croatia

Summary

Croatia has a **centralised** approach towards procurement and all levels of public sector (national, regional and local) need to use a **one-stop-shop** e-Procurement platform: the Electronic Public Procurement Classifieds (EOJN).

The **Ministry of Economy** coordinates all legal and policy matters as well as prepares statistical reports on annual basis.

The platform offers e-Notification, e-Access and e-Submission services free of charge only to economic operators.

- **e-Notification** is mandatory since 2008 and the uptake is estimated to be 85% of total public procurement value in 2012 and 2013; uptake for mandatory cases (i.e. above threshold) is 100%.
- **e-Access** is mandatory since 2012 and the uptake is estimated to be 85% of total public procurement value in 2012 and 2013; uptake for mandatory cases (i.e. open and restricted procedures) is 100%.
- **e-Submission** was not available in 2012 and 2013. It is available since 2014 and will be mandatory from 1 January 2015 for CA (above EU threshold) and after 1 July 2015 (below threshold). From 1 July 2016 e-Submission will be mandatory for all participants in all procedures.
- **e-Invoicing** is available and treated as a strategic objective. e-Invoicing was estimated to be 44% in 2013 for all G2B, not invoices for public procurement. The policy is managed by the Ministry of Finance and no specific data is collected.
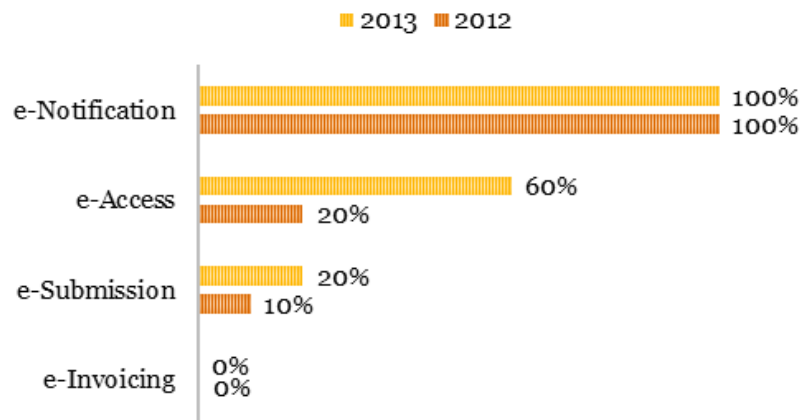
Cyprus

Cyprus has a one-stop-shop portal.

Evolution of e-Procurement uptake (value)

Legend: ■ 2013 ■ 2012

- e-Notification: 100% (2013), 100% (2012)
- e-Access: 60% (2013), 20% (2012)
- e-Submission: 20% (2013), 10% (2012)
- e-Invoicing: 0% (2013), 0% (2012)

Note: The data was extracted from the only e-Procurement platform, which centralises all procurements. It was communicated during the interview and validated by the Public Procurement Directorate of the Treasury of the Republic. e-Notification data does not include simplified procedures (i.e. when the estimated amount of the procurement does not exceed €50.000).

- Centralised procurement platform
- e-Notification is mandatory since 2010
- e-Access is mandatory since 2014
- e-Submission will be mandatory in 2015
- e-Invoicing is not available
- Cross-border procurement is relevant
- Platform is free of charge

15,7

Cyprus

Summary

Cyprus follows **a centralised approach towards procurement through a one-stop-shop e-Procurement Portal** that offers general information on public procurement and gives access to all e-Procurement modules and public consultations. **This portal constitutes a complete solution for the implementation of electronic procedures when conducting public procurement competitions.**

The main organisation in charge of public procurement is **the Public Procurement Directorate of the Treasury of the Republic of Cyprus**, whose main responsibilities are the overall public procurement policy and coordination.

Regarding the mandatory phases, Cyprus only has an obligation for e-Notification and e-Access according to its regulatory framework. However, all pre-Award phases have been implemented and may be used on a voluntary basis. Regarding the post-Award phases e-Request, e-Catalogue, e-Ordering and e-Archiving are all available.

- **e-Notification** is mandatory since 2010 and its uptake has been 100% since the beginning of the system operation.
- **e-Access** is mandatory since 2014, its uptake was 20% (2012) and 60% (2013).
- **e-Submission** is available and will be mandatory in 2015, its uptake was 10% (2012) and 20% (2013).
- **e-Invoicing** is not available as a module in the system, due to the size of the Cyprus market and absence of electronic invoicing solutions among the B2B transactions. On the other hand, within the e-Catalogue and e-Ordering modules, when the delivery is accepted by the buyer, the supplier is requested to insert the Invoice number and the payable amount in order to facilitate the payment process.

As a best practice, it is important to point out that the implementation and use of e-Catalogue and framework agreements have significantly reduced the administrative burden, as these contracts did not have to be published individually. This was noted to be relevant for saving time and reducing administrative costs.
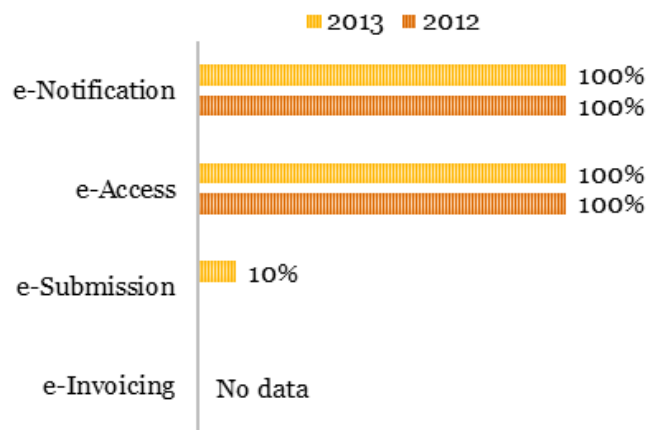
Czech Republic
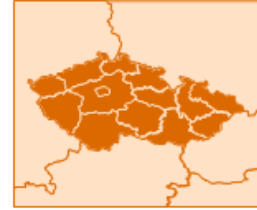
Czech Republic's e-Procurement portal gathers information from different electronic marketplaces.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	100% (2013) / 100% (2012)
e-Submission	10%
e-Invoicing	No data

Note: The data was provided by MS representatives or obtained from the reports of public procurement portal. For e-Notification, it should be noted that approximately 10% of notices are sent in paper version of standard forms for publication by some awarding authorities, even though eventually all notices are published on Public Procurement Journal online. e-Access uptake was estimated by the MS to be 100%; it is provided through an awarding authority profile, which is mandatory for every subject who manages public contracts (above/below) threshold. e-Submission uptake was estimated by the MS to be 10%. The Ministry for Regional Development has validated the information.

- Central procurement portal
- e-Notification is mandatory since 2006
- e-Access is mandatory since 2012
- e-Submission is partially mandatory since 2012
- e-Invoicing is available and awarding authorities can ask for e-Invoices
- The Chamber of Commerce is organising seminars for SMEs and promote use of e-Procurement.

Czech Republic
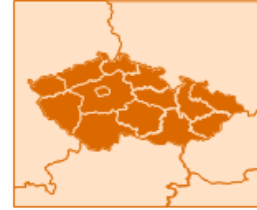
Summary

Czech Republic has a **centralised approach towards procurement** through an **Information system on public procurement (ISVZ)** that gathers information from Public Procurement Journal (single platform for publication of standard forms), awarding authorities profiles and different awarding marketplaces in which e-Procurement is managed. The management of tenders has a decentralised approach and is followed by linking information on the ISVZ.

There are four organisations responsible for the public procurement: **The Ministry of Regional Development, Ministry of Interior, Ministry of Finance, Ministry of Industry and Trade.** The main organisation can be considered to be is the **Ministry of Regional** Development that provides practical guidance for the contract awarding process and that ensures the development of related legal norms. In addition, the Ministry participates in devising national concepts for the cooperation of public and private sectors (PPP-Public Private Partnership). The Ministry manages the Information System on Public Contracts, Public Procurement Journal and the Public Procurement and Concessions Portal.

However, there is a plan to develop the national platform for e-Procurement **NEN (National electronic tool)** that will have a centralised structure for all public authorities and that will offer end-to-end procurement. The use of NEN is planned to be made obligatory from 1 January 2015.
Czech Republic has e-Notification e-Access mandatory and e-Submission partially mandatory according to its regulations. The e-Invoicing is implemented and can be used by the contracting authorities but has not yet been made mandatory.

The uptake of these phases is the following:

- **e-Notification** is mandatory since 2006. It should be noted that approximately 10% of notices are sent in paper version of standard forms for publication by some awarding authorities, even though eventually all notices are published on Public Procurement Journal online.

- **e-Access** is mandatory since 2012 and the MS estimated the uptake to be 100%.

- For **e-Submission** is partially mandatory since 2012 and the MS estimated the uptake to be 10%.

- The uptake of **e-Invoicing** is not measured, but in general terms there is an approximately 11% of electronic invoices that have been sent and 25% that have been received in a B2G context.
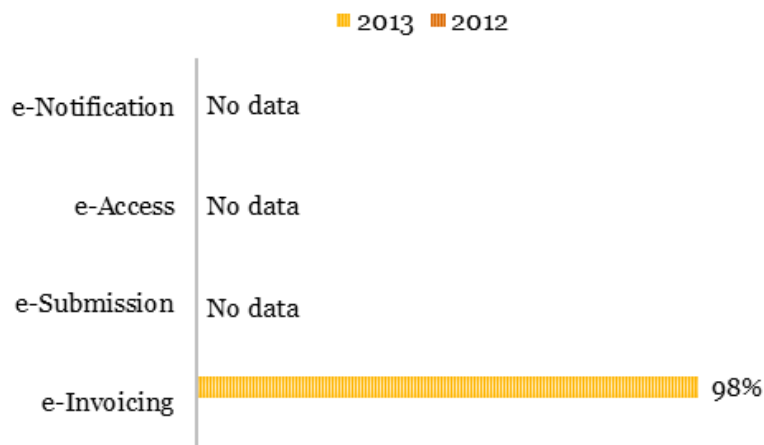
Denmark

Denmark is a pioneer in accepting electronic invoices for almost a decade.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	No data
e-Access	No data
e-Submission	No data
e-Invoicing	98%

Note: The uptake of e-Invoicing was provided as an estimate by the Agency for Digitisation; it is important to highlight that 10% of this 98% is done through a scanning agency and not through the e-Invoicing platform (eventually it will end up in the NemHandel as scanning agencies transform the invoices to the right XML format and send it via the NemHandel infrastructure to the receiver). e-Submission is not targeted and thus it is not measured. e-Notification has been introduced in 2012, but no data is collected concerning the uptake. The information concerning the pre-award process was validated by the Danish Competition Authority and the post-award process was validated by the Agency for Digitisation.

- Centralised information portal (UDBUD) coexists with several platforms
- e-Notification is mandatory since 2012
- e-Access is available
- e-Submission is partly mandatory
- e-Invoicing is mandatory since 2005

Denmark

Summary

Denmark has **a centralised approach towards procurement** through a portal called **Udbud** that contains all the notifications. Besides, Denmark counts on a specific platform called **SKI, National Procurement Ltd**, to manage the framework contracts between public sector and private sector companies.

Danish Competition and Consumer Authority is a part of the Ministry of Business and Growth, whose main responsibility is to oversee the legal regulation of e-procurement and implement the EU rules on public procurement. The **Agency for Digitisation** is a part of the Ministry of Finance, that manages digital solutions, such as NemHandel (e-Invoicing). **SKI** establishes framework contracts between the public sector in Denmark and the private sector companies. SKI is a not-for-profit and self-financing public company owned by the Danish state (The Danish Ministry of Finance) and the interest group and member authority of Danish municipalities Local Government Denmark.

- **e-Notification** is mandatory since 2012.
- **e-Access** is available.
- **e-Submission** is partly mandatory since 2013.
- **e-Invoicing** is mandatory since 2005. All public agencies (government, regional and local) have the right to refuse payment to the supplier until the invoice is forwarded in the correct format (i.e. electronically), thus all companies must provide e-Invoices. The uptake was estimated by the MS to be 98%.

As a best practice, it is important to point out that the Udbud portal offers a feature to support partner findings for SMEs in joint ventures and bids for public tasks.
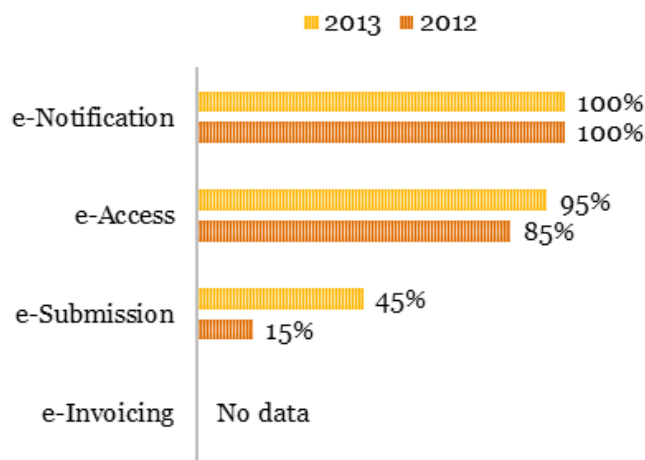
Estonia
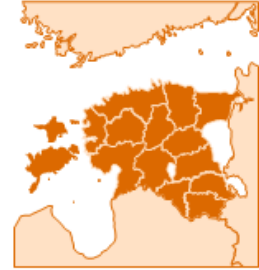
Estonia has a 50% target for e-Submission in 2013.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

	2013	2012
e-Notification	100%	100%
e-Access	95%	85%
e-Submission	45%	15%
e-Invoicing	No data	

Note: The data was extracted from the e-Procurement platform, which centralises all procurements and was verified with MS representatives. e-Notification, e-Access and e-Submission refer to tenders above threshold, but it should be noted that the threshold in Estonia is relatively lower than in other Member State. It has been validated by the Ministry of Finance. e-Invoicing is allowed, but it is not centralised, thus no data is available.

- Central procurement portal
- e-Notification is mandatory for all procurements since 2001
- e-Access is available and its use is voluntary since 2009
- e-Submission must be allowed for at least 50% of the financial capacity of public procurement planned for the budgetary year
- e-Invoicing is supported and will be made mandatory by the end of 2016
- 1.5% (2012) and 2.1% (2013) tenders were cross-border
- 99% of Estonian companies are assumed to be SMEs

Estonia
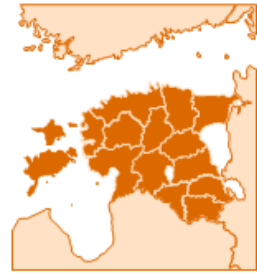
Summary

Estonia has a **centralised** approach towards procurement. The public procurement strategy is centred around the **Public Procurement Register of the Ministry of Finance**. The Register supports e-Notification, e-Access, e-Submission, e-Evaluation, e-Awarding, and e-Auction. It is accessible for all contracting authorities.

- **e-Notification** is mandatory for all procurements since 2001 and it was used for 100% of calls for tenders above thresholds in 2013.

- **e-Access** is available since 2009 and was used for 95% of calls for tenders in 2013.

- **e-Submission** since 2013 e-Submission must be supported for 50% of the financial capacity, which has lead to a sharp increase in the use of e-Submission, up to ~70% in Q1 2014 compared to 45% estimated in 2013. In the Register, the following processes are linked to e-Submission and follow the same trend: e-Evaluation and e-Awarding.

- **e-Invoicing is** supported but not measured; it will become mandatory by the end of 2016.

Procurement **thresholds** are below EU average with 10,000€ for goods and services, and 30,000€ for public works.

e-Auction, despite the fact that it is supported, it has only been used 17 times in 2013. This low usage can be explained by a lack of awareness among the contracting authorities.

The Ministry of Finance organises **training sessions** for contracting authorities to support the transition to e-Procurement.

99% of Estonian companies are assumed to be SMEs and there is no SME inclusion problem.

Cross-border tenders amounted for 3.9% of all tenders and 2.1% of e-tenders in 2013. This rate has been steadily increasing over years.

Finland

Finland has a one–stop–shop portal and a national platform called Hilma (http://www.hankintailmoitukset.fi) where central, regional and local contracting authorities need to publish their publication notices. Hilma acts as eSender to TED.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100%
e-Access	No data (not monitored)
e-Submission	No data (not monitored)
e-Invoicing	No data (not monitored)
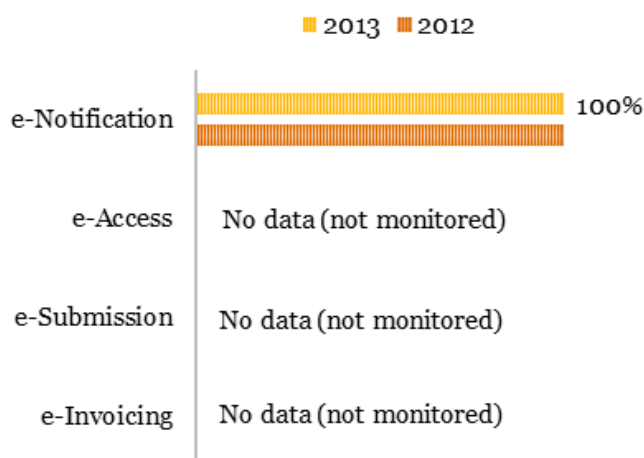
Note: The data was extracted from the reports of the e-Procurement platform which centralises all procurement and provided by the MS representative. It has been validated by the Ministry of Employment and the Economy. The 100% of e-Notification refers to the procurement contracts, which fall within the scope of national procurement legislation. Hilma allows voluntary e-Access. The platform does not provide more advanced features (e.g. e-Submission, e-Evaluation or e-Awarding). There are framework agreements available for contracting authorities using structured information in the tendering process.

- Central e-Notification and e-Access portal
- e-Notification mandatory since 2007
- e-Access is available
- e-Submission is available
- e-Invoicing is widely used. It is based on national standards and developed by the market. For regional and local governments, data is missing. The majority of contracting authorities require the suppliers to use e-Invoicing only. Since 2011, the central government accepts e-Invoices only.
- Free of charge platform for EOs

Finland

Summary

Finland has a **centralised** approach towards e-Notifications through a centralised platform that incorporates contract and award notices exceeding the national thresholds. The platform also includes contract and award notices exceeding the EU thresholds, which are automatically published in TED.

Finland has a decentralised approach to public procurement. **The Ministry of Employment and the Economy is** in charge of the transposition of the EU Procurement Directives into national legislation. It is also the owner of Hilma. Other governance matters (e.g. professionalisation and capacity-strengthening, development and procurement co-ordination, advisory and operations' support, monitoring and control, GPP*) are the responsibility of several organisations. Further, there is strong division between central government and regional/local governments in Finland. On central government level, the Ministry of Finance is responsible for steering the procurement; mainly done through central government procurement strategy. The local and regional governments are highly independent and responsible for their own procurement strategies and practices. Several regional and local authorities conduct their procurement through joint or regionally centralised procurement organisations.

The Hilma platform contains contract notice and award information. All contracting authorities are obliged to publish their notices in Hilma. It is also possible to use Hilma for e-Access. KL-kuntahankinnat, the national central purchasing body for the regional and local government, awarded in 2012 a framework agreement with a single supplier on e-Tendering. The platform uses structured information and allows the customers of the organisation to draw up the invitations to tender and publish the contract notices, in addition to Hilma, on the platform itself. Hansel Ltd, the national central purchasing body for the Finnish central government has also awarded a single supplier framework agreement on e-Tendering. The introduction of e-Tendering platform is planned to start in late-2015.

In Finland, e-Notification is mandatory since 2007 and the Hilma platform also allows, on a voluntary basis e-Access. e-Submission and e-Awarding are left for the commercial platform providers for which two national framework agreements exist. The use of the framework agreements is voluntary.

For procurement over national thresholds, e-Notification in Hilma is mandatory and the uptake amounts to 100%. Notices are to be published above the following thresholds:
- For supplies and services and for service concessions: €30,000
- For healthcare, social services and training services as a joint procurement: €100,000
- For public concessions: €150,000
- For public works: €150,000
- For design contests: €30,000

There are plans to "upgrade" the current e-Notification platform with functionalities that can support the implementation of mandatory phases required by the EU directives.

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*) as classified in OECD Sigma paper "Central Public Procurement Structures and Capacity in Member States of the European Union", ISSN: 2078-6581, http://www.oecd-ilibrary.org/governance/central-public-procurement-structures-and-capacity-in-member-states-of-the-european-union_5km16cqdqqon-en;jsessionid=7tk35desr94f1.x-oecd-live-02

France

Public procurement in France is characterised by a very high decentralisation and a high number of e-Procurement platforms

Evolution of e-Procurement uptake (volume)

■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	100% (2013) / 100% (2012)
e-Submission	11% (2013) / 9% (2012)
e-Invoicing	No data
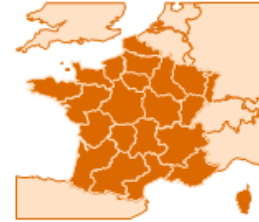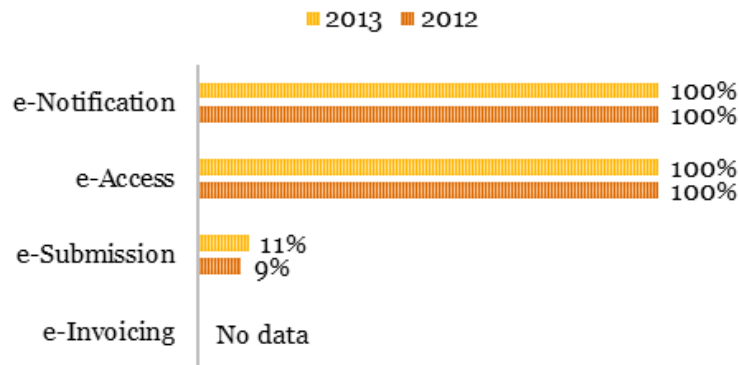
Note: e-Notification concerns procurement above €90,000 published in the official journal for public procurement (i.e. BOAMP). e-Access refer to part of calls for tender via the state purchasing platform (i.e. PLACE). e-Submission refers to the national value that does not exclusively concern the state purchasing platform (i.e. PLACE). The data presented above is an estimate provided by the OEAP (Observatoire économique de l'achat public/ Economic observatory of public procurement) and different contracting authorities. The French Ministry for the Economy and Finance has validated the presented information.

Central e-Notification portal called PLACE for all central authorities: ministries and governmental bodies.

Decentralised public procurement system

e-Notification is mandatory for procurement above €90,000

e-Access is mandatory for procurement above €90,000

e-Submission is partly mandatory for public procurement relating to IT supplies or services above the threshold and will be made mandatory for procurement above €90,000 as of 2018

e-Invoices must be accepted by central authorities since 2012

Some private platforms support e-Auction

France
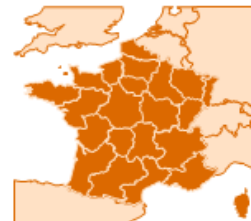
Summary

France has a **decentralised** approach towards procurement. Each contracting authority is free to choose its e-Procurement platform, with the exception of ministries and governmental bodies that are centralised in the **PLACE platform**. This results in a **very high diversity of e-Procurement systems**, slowing the development of e-Procurement.

The **Economic Observatory of Public Procurement** (OEAP) is responsible for monitoring public procurement. The OEAP was founded in 2005 with the goal of gathering statistics and performing economic analysis on public procurement. In accordance with the EU directives on public procurement all public purchase above EU thresholds are done electronically.

With regard to **e-Notification**, all notices for calls above threshold of €90,000 are published on the Official Journal for Public Markets (BOAMP). All notices for European calls are published on the Official Bulletin for Public Markets (BOAMP). For calls above €90,000, publication in BOAMP or in a legal press is mandatory, whereas the choice of publication is not mandatory below €90,000.

e-Submission is mandatory for public procurement relating to IT supplies or services above the threshold. In other cases contracting authorities can decide to make e-Submission mandatory or not. For tender calls above threshold e-Submission must always be accepted by the contracting authority.

There is no end-to-end e-Procurement as in many cases tenders have to be "rematerialized" in order for contracts to be signed. This may contribute to the low e-Submission levels (~9.2%).

With regard to **e-Invoicing**, central contracting authorities may not refuse electronic invoices since 2012. e-Invoicing will be made mandatory in public procurement for all contracting authorities by phases: by 2017 for larger enterprises and by 2020 for all companies. A central national portal for the submission of e-Invoices is under development.

In France, there are several public and private platforms, which are offering functionalities covering some procurement processes, in particular e-Submission and e-Awarding.

- **e-Notification** and **e-Access** are mandatory above €90,000.

- **e-Submission** is partly mandatory and the uptake is estimated to be between 9-10%; uptake has increased from 6.2% in 2011 to 9.2% in 2012.

- **e-Invoicing** must be accepted by central contracting authorities and will be gradually made mandatory from 2017 onwards.

Germany
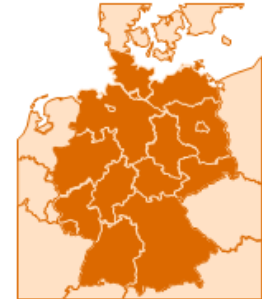
Germany has developed standards: XVergabe for securing interoperability in data exchange and ZUGFerd for e-Invoicing for e-Procurement

Evolution of e-Procurement uptake (value) – federal level

■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	No data
e-Submission	No data
e-Invoicing	No data
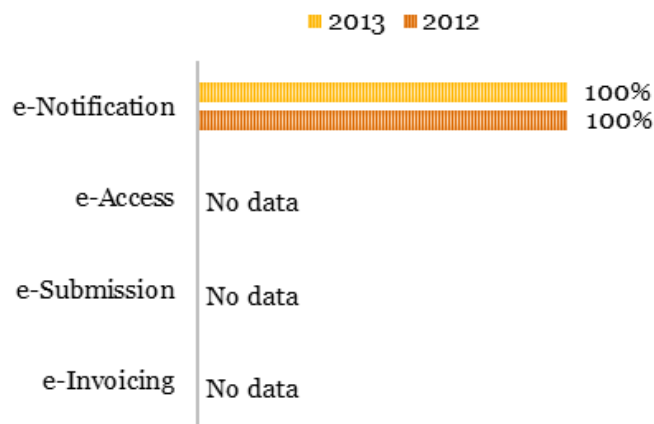
Note: Information was mainly gathered from the Ministry of Interior and the Federal Ministry for Economic Affairs and Energy, which collects data on contract awards above the threshold values (GATT statistics). e-Notification refers to the federal level and above the EU threshold.

- Centralised platform for procurements at federal level
- Dispersed e-Procurement platforms
- e-Notification is partially mandatory
- e-Access is available
- e-Submission is partially mandatory since 2010
- e-Invoicing is available, but not mandatory and awarding authorities can ask for electronic invoices
- e-Signature is mandatory for all suppliers and it is easy to obtain it for foreign companies

Germany
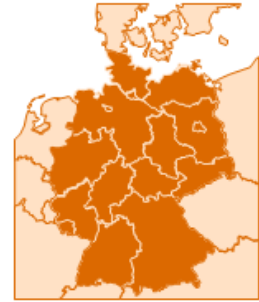
Summary

Germany has a **decentralised** public procurement approach which has had an impact on the e-Procurement. The public authorities at federal, Länder or local level follow different rules. The threshold for procurements by private contracts differs from ministry to ministry. For the BMWI e.g. the current threshold is 25.000 €. Länder and municipalities are autonomous and have developed their platforms independently.

The **Federal Ministry of the Interior** (www.bmi.bund.de) organises central procurement for several federal ministries and agencies (e.g. federal police), develops the e-Vergabe and XVergabe standards, and the Federal e-Catalogue (Kaufhaus des Bundes) system for framework agreements. **e-Vergabe** is a legally compliant, secure electronic tendering system which is a primary, centralised platform for procurements at national and federal level. **XVergabe** is a standard for securing interoperability in data exchange, which can support receiving documents and processing data sent electronically; its use is promoted at all levels of public administration. The Procurement Agency of the Ministry of the Interior is a centralised procurement organisation.

- **e-Notification** is partially mandatory. Public administrations are obliged to link their electronically published notices on the central e-Government portal (www.bund.de). In some Länder (e.g. Hessen, North Rhine-Westfalia and Saxony) e-Notification has been made mandatory.
- **e-Access** is available.
- **e-Submission** is partially mandatory since 2010. It is obligatory for federal contracting authorities not to accept paper-bound submissions since and use the federal platform eVergabe to do so. **e-Invoicing** has been on the agenda since 2011 and the German e-Invoicing Forum (comprising ~25 organisations) has been set up.

The Working Group on e-Government has been set up by the Ministry of the Interior, acknowledging the need and benefits of e-Procurement. The main benefits that have been identified are in relation to the potential savings; it was estimated that with each e-Invoice, a possible 10€ could be saved.

Greece

Greece has a one-stop-shop portal for e-Procurement and a central platform Promitheus

Evolution of e-Procurement uptake (value)

■ 2013　■ 2012

e-Notification	No data
e-Access	No data
e-Submission	No data
e-Invoicing	No data
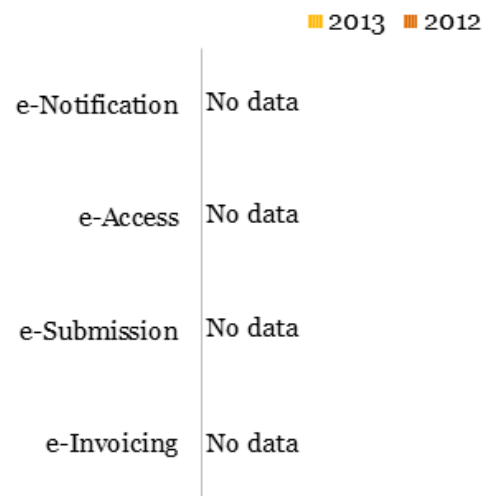
Note: The Ministry of Development and Competitiveness has validated the information. Due to a lack of statistical reports for 2012 and 2013, estimates were not be provided.

◎ Central procurement portal

⊕ e-Notification is mandatory since 2014

⊕ e-Access is mandatory since 2014

⊕ e-Submission is mandatory since 2014

✓ e-Invoicing is available

Greece

Summary

Greece has **a centralised** approach towards procurement through a **one-stop-shop** e-Procurement Platform that supports all stages of e-Procurement process. This platform is called Promitheus. Despite the fact that all functionalities have been implemented, they are not widely used (especially the post-award functionalities).

There are four main organisations are responsible for public procurement in Greece. **Single Public Procurement Authority,** which coordinates the national strategy on public contracts to reduce and control state expenditure on public contracts, facilitate and encourage participation of economic bodies involved in public tenders, competition, equal treatment and ensures compliance with rules, principles and national legislation on public procurement. **Hellenic Ministry of Administrative Reform and e-Governance** coordinates policies related to administrative reform and e-Government. **Ministry of Development and Competitiveness/General Secretariat of Commerce** chairs the e-Procurement Coordination Committee and is the owner of the e-procurement system, that is responsible for the further development and support of the system. **General Secretariat for Public Works** is responsible for public work contracts.

- **e-Notification** is mandatory since 2014
- **e-Access** is mandatory since 2014
- **e-Submission** is mandatory since 2014
- **e-Invoicing** is available and implemented on voluntary basis.

The government is assessing whether e-PRIOR could be a complementary solution. If adopted, it would focus on public works or state-owned companies.

Hungary
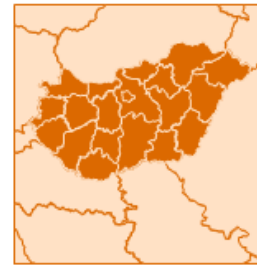
Hungary has several private platforms for e-Procurement including e-Auction.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100% 100%
e-Access	No data
e-Submission	No data
e-Invoicing	No data
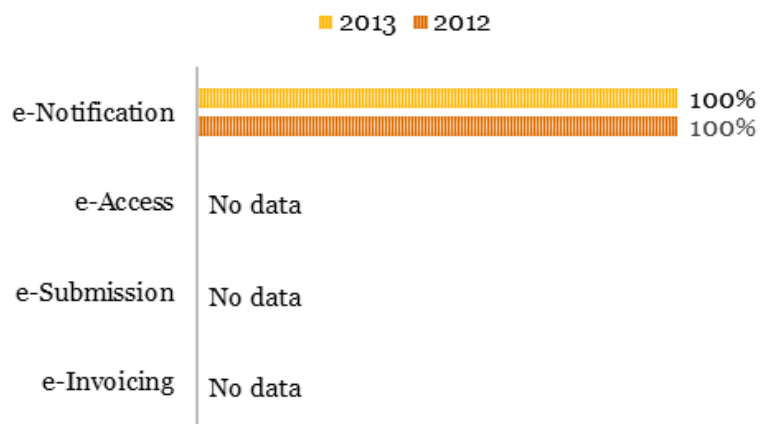
Note: e-Notification refers to data above the threshold published on the KBEJ- EHR module. e-Submission, e-Access and e-Invoicing are allowed, but no data is collected. Information has been validated by the Public Procurement Authority.

- Centralised Procurement portal
- e-Notification is mandatory since 2010
- e-Access is available
- e-Submission is allowed but not mandatory
- e-Invoicing is not mandatory but the scanning of invoices or individual solutions are allowed
- Cross-border uptake is measured
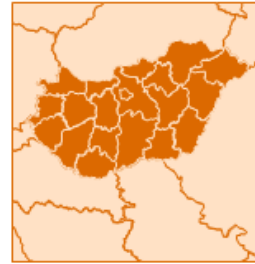
Hungary

Summary

Hungary has a **centralised** approach towards procurement when it comes to procurement for ministries and governmental bodies which is managed by **Directorate for Centralised Procurement and Provision** (KEF). Statistical reports are issued on an annual basis about procurement, but limited information is available on e-Procurement.

The Prime Minister's Office, Deputy State Secretary for Public Procurement Control has a central coordination role on public procurement since August 2014. **The Public Procurement Authority** is responsible for the coordination, law implementation, monitoring, data collection, recording and administrative activities, guidelines, training programmes, handling legal remedies, publishing notices and finally forwarding EU notices to the OPOCE (as an e-Sender). Since 2008 the Official Journal is electronic and available on http://www.kozbeszerzes.hu.

Since 18 June 2012, a **Central Sign-in System (KBEJ)** has been set up with different functionalities. The e-Procurement system managed by the Public Procurement Authority and all contracting authorities publish e-Notices since 2010. For CAs registration is mandatory, since it allows publication of notices. The KBEJ module has 8,576 registered CAs and 950 mandated bodies (companies or persons that can be mandated to act in the name of a contracting authority).

The KBEJ-KBA module is an online repository and database. The public online platform provides a search module for all notices, statistical reports, processes and documents. There are also several private platforms, which offer functionalities for all stages of procurement.

- **e-Notification** is mandatory since 15/09/2010 and the uptake is estimated to be at 100% for all mandatory cases (i.e. above the threshold).
- **e-Access** is available, but no data could be obtained.
- **e-Submission** is not available in specific cases when the contracting authority decides to implement a solution. In most of the cases, e-Submission is not implemented and limited to receiving documents by e-mail.
- **e-Invoicing** is treated separately and managed by the Ministry of Finance.

SMEs participation is measured in relation to the total procurement but not specifically on e-Procurement. **Cross-border uptake** was measured to account for 1,4% of total volume and 5,9% of value, out of which EU foreign companies represent 2,6%.

Ireland
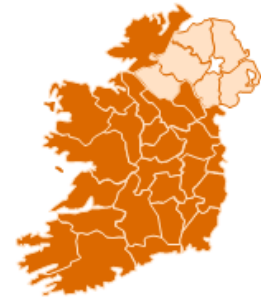
> Ireland has an e-Procurement strategy and implementation plan since 2001

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	Data is only available for 2010
e-Access	Data is only available for 2010
e-Submission	50%
e-Invoicing	0% / 0%
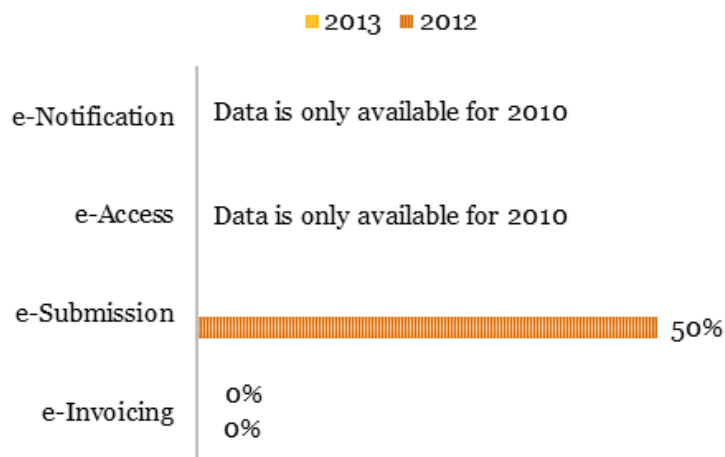
Note: Estimations were given based on statistics gathered by the Office of Government Procurement during the interviews and in the validation phase.

- ⊚ Central procurement portal
- ⓘ e-Notification is mandatory above threshold
- ✓ e-Access is available
- ✓ e-Submission is allowed and measured by OGP
- 💬 e-Invoicing is currently under discussion
- 📈 Cross-border uptake estimated to be high

Ireland
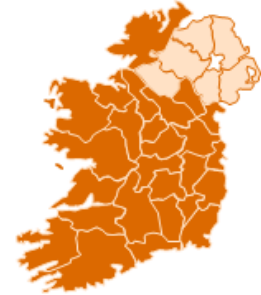
Summary

Ireland has a **centralised approach** for e-Procurement and manages a central national platform for all authorities (national, regional, local). The e-Procurement strategy of 2001 is still valid.

The **Office of Government Procurement** (OGP) is an office within the Department of Public Expenditure & Reform. It has been tasked with centralising public sector procurement arrangements for common goods and services. 1 January 2014 the National Procurement Service (NPS) was officially transferred from the Office of Public Works and was integrated into the Office of Government Procurement (OGP) under the Department of Public Expenditure and Reform. The eProcurement Unit is progressing the e-Procurement Strategy ("Strategy for the Implementation of eProcurement in the Irish Public Sector") published in 2001. It focuses on the management, promotion and enhancement of eTenders platform and the hosting of a network for those involved in e-procurement throughout the public sector. There is a **one-stop-shop national portal** (www. procurement.ie) giving an overview on the public procurement in Ireland and directing to the national platform. The platform and e-Procurement systems are accessible free of charge for all parties, which facilitates higher uptake and use.

All process functionalities (including e-Submission) are available on the central procurement platform. Ireland has a centralised approach and the central platform covers all levels. The private platforms offer complementary services, but all notices which have to be published electronically need to be done on the eTenders platform.

- **e-Notification** is mandatory above national and EU threshold. Below threshold, it is not mandatory to use electronic notices; it is an option.
- **e-Access** is available.
- **e- Submission** is available.
- **e-Invoicing** implementation is currently under discussion.

On **SME participation** no data is collected but implementation of a registration process on the platform, which would include a question on a number of employees, is foreseen.

There are plans to **create a link to PEPPOL**, but it is still under discussion whether shared services should be created.

Italy

The national e-Procurement Platform participated in the PEPPOL project from 2008 to 2012 and is a member of the OpenPEPPOL Managing Committee.

Evolution of e-Procurement uptake (value) – Consip

Legend: ■ 2013 ■ 2012

	2013	2012
e-Notification	100%	100%
e-Access	60%	20%
e-Submission	20%	10%
e-Invoicing	Data is only available for 2014	
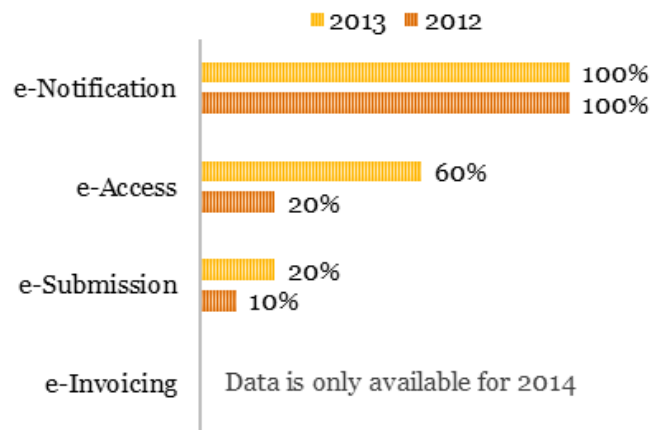
Note: Information was extracted from Consip (the central CPB and national e-Procurement platform) as well as national Public Administration e-Marketplace, managed by Consip. Data could not be gathered centrally at national level for all the e-Procurement platforms. Some information concerning e-Invoicing was validated by Ministry of Economy and Finance and data on the national e-Procurement platform has been shared with Consip.

- Centralised national platform for CPB – Consip
- Dispersed platforms at different levels (e.g. regions)
- e-Notification is mandatory
- e-Access is available
- e-Submission is available
- e-Invoicing is mandatory since June 2014 for central administrations

Italy

Summary

In Italy public procurement follows **a decentralised** approach. At a national level public procurement is based on a national networked system ("sistema a rete") in which the national CPB, Consip, coexists with regional CPBs, such as Intercenter-ER. At the regional level several procurement models exist (e.g. a regional CPB can coexists with an external entity in charge of e-Procurement activities).

The department of General Affairs of the **Ministry of Economy and Finance (MEF)** is responsible for the Program for the Rationalisation of Public Expenditures, where e-Procurement represents a significant component. Consip is a national CPB owned by the MEF, which implements the Program for Rationalisation. The Authority for the Supervision of Public Contracts (AVCP) ensures the collection and processing of public procurement data. In June 2014, AVCP was incorporated into the National Authority for Anti-Corruption (ANAC). The Ministry of Infrastructure and Transport is responsible for the transposition of the EU Procurement Directives into national laws.

National e-Procurement platform (www.acquistinretepa.it) is managed by Consip. It includes framework contracts and agreements, DPS and an e-marketplace (MePA) that supports purchases below the EU threshold for central public authorities, health sector and local public authorities. Furthermore, Transparency Portal (http://consultazionebanchedati.portaletrasparenza.it/), a system developed by AVCP, ensures access to public procurement data gathered by the national data base of public contracts (BDNCP) with detailed information publicly available in a structured format. The Ministry of Infrastructure and Transport provides a portal (https://www.serviziocontrattipubblici.it/) where all tenders above thresholds have to be published.

- **e-Notification** is mandatory and the CAs must publish notices for the award of contracts above the EU threshold through the portal of the Ministry of Infrastructures and Transports. The contracts below EU threshold are published through the Transparency portal. Every awarded contract must be published. From January 2016, it will be mandatory to publish public tenders online, on the websites of the following authorities: CAs, Official Journal, Ministry of Transport and Infrastructure and AVCP Observatory.
- **e-Access** is available.
- **e-Submission** is available on MePa and is mandatory for all entities of National Health System that use DPS.
- **e-Invoicing** is mandatory since June 2014 for central administrations. From March 2015 e-Invoicing will become mandatory to all public administrations. In 2014 Consip reported an e-Invoicing uptake of 20% and from June to October 2014 approximately 1 million electronic invoices have been exchanged through the Interchange System (established by Financial Act 2008).

Key regions identified for e-Procurement practices: Emilia-Romagna, Lombardia and Piemonte.

Latvia
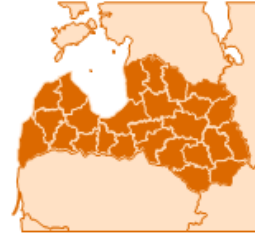
e-Procurement is centred around the central purchasing body and the provision of an e-Catalogue.

Evolution of e-Procurement uptake (value)
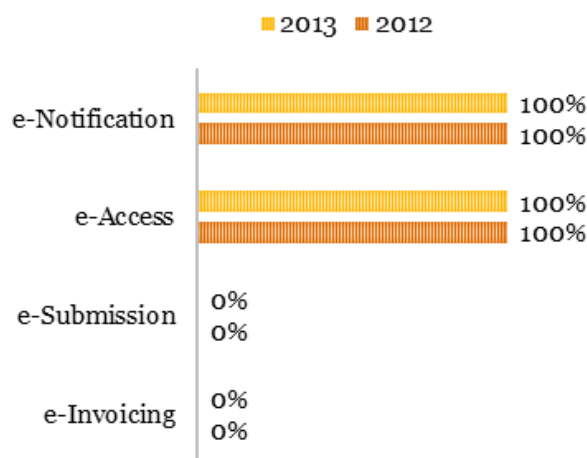
■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	100% (2013) / 100% (2012)
e-Submission	0% (2013) / 0% (2012)
e-Invoicing	0% (2013) / 0% (2012)

Note: The data was extracted from the only e-Procurement platform which centralises all procurement. It was communicated during the interview and validated by the State Regional Development Agency. The absence of certain statistics is due to the lack of some information in the platform. e-Notification and e-Access exclude the low-value procurements, since there is no possibility to gather information about their value.

- Central procurement portal
- Central purchasing body
- e-Notification is mandatory
- e-Access is mandatory
- e-Submission will become available in Q4 2015
- e-Invoicing is not available for public sector; there is an ongoing pilot project

93
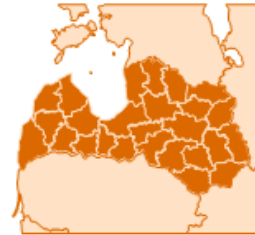
Latvia

Summary

Latvia has a **centralised** approach to public procurement. The strategy focuses on the central purchasing body (the State Regional Development Agency), which provides a catalogue of supplies for all contracting authorities. This catalogue is based on a framework agreement which is renewed once a year.

The **Procurement Monitoring Bureau** of the Republic of Latvia is in charge of monitoring the conformity of the state and local government procurement procedures in Latvia. On the other hand, the state e-Procurement platform is managed by the **State Regional Development Agency**.

The **e-Catalogue** was first launched in 2005, and then re-designed in 2010 to open up for all contracting authorities. Since 2012, the use of the e-Catalogue became **mandatory for 40% of the supplies** offered by the catalogue. Currently, 60% of the procurement of supplies goes through the e-Catalogue. In total, however, the e-Catalogue accounts for less than 1% of all public procurement. At present, 100% of notices and tender documents (e-Access) are published online. e-Submission and e-Auction will become available in 2015.

- **e-Notification** is used for 100% of procedures
- **e-Access** is used for 100% of procedures
- **e-Submission** will only become available in Q4 2015
- **e-Invoicing** is widely used in the private sector (on a decentralised basis), but there is no specific solution for the public sector

It was estimated, based on tenders received when renewing the framework contract for the catalogue, that the **cross-border uptake** accounts for 5 - 10% of all tenders.

Lithuania

The Public Procurement Office of Lithuania publishes online in-depth information concerning e-Procurement: statistical reports, good practices, teaching material and etc.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100% / 100%
e-Access	100% / 100%
e-Submission	90% / 75%
e-Invoicing	0% / 0%
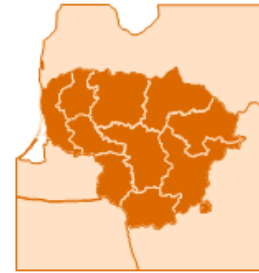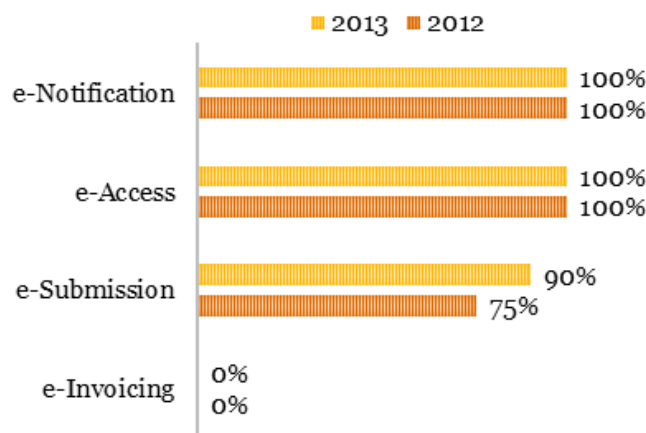
Note: The data was extracted from the quarterly and yearly reports published by the Public Procurement Office and during the interviews with the representatives from the Public Procurement Office and Ministry of Economy. It was validated by the Public Procurement Office and Ministry of Economy in writing. Based on the fact that e-Invoicing will become available, we assume that it has not been a practice yet and that no data is available. e-Notification, e-Access and e-Submission exclude the low-value procurements, since there is no possibility to gather information about their value.

- Central procurement portal
- e-Notification is mandatory since 2009
- e-Access is mandatory since 2009
- e-Submission is partly mandatory
- e-Invoicing will be available in Q1 2015
- Teaching material and good practices are published online on the website of the Public Procurement Office

Lithuania
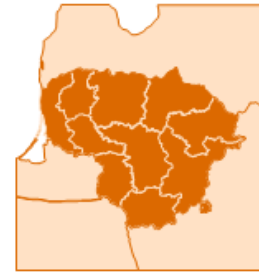
Summary

Lithuania follows a **centralised** approach in public procurement, which covers all levels of administration.

The **Ministry of Economy** is responsible for the overall public procurement policy and coordination. The **Public Procurement Office (PPO)** implements the public procurement policy, supervises compliance with the Law on Public Procurement and the implements the legislation.

The goal of the **Central Purchasing Body (CPO LT)** is to ensure rational use of public funds and administrative resources through public procurement. It establishes framework agreements for products, services and public works that are managed through an e-Catalogue. In addition, for public procurements a dynamic purchasing system DPS may be used.

- **e-Notification** is mandatory for all contracting authorities since 2009.
- **e-Access** are mandatory for all contracting authorities since 2009.
- **e-Submission** is only partly mandatory for all contracting authorities, since it is required for at least 50% of the total value of public procurement.
- **e-Invoicing** will be available in the first quarter of 2015.

e-Auction is available, but had only a small overall uptake equal to 0.1% in 2012 and 0.2% in 2013. The Public Procurement Office identified that in most cases the contractors either did not want to use e-Auction or there was not enough information about it and lack of training material.

Trainings were given on the use of e-Procurement, in particular for SMEs. Trainings were given by government, but also by private companies. Various online material such as **teaching material** and **good practices** are published on the website of the Public Procurement Office.

The analysis carried out by the Public Procurement Office demonstrates that after the Central Public Procurement Information System (CVP IS) was implemented and e-Procurement became available, the **procurement process** has become more **simplified, streamlined, effective and transparent**. In addition more **SMEs** are taking part in public procurement procedures, overall **competition** has increased and the average **length of procurement** procedure became 15 days shorter.

Luxembourg

Since 2005, the Public Market portal centralises all notices.

Evolution of e-Procurement uptake (value)
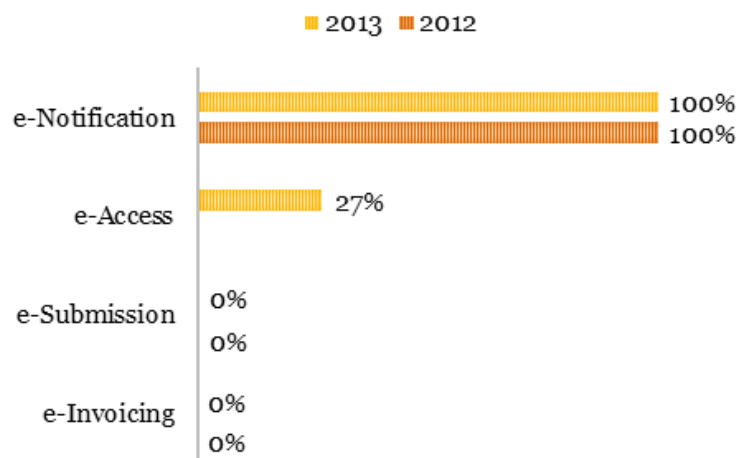
2013 **2012**

- e-Notification: 100% (2013), 100% (2012)
- e-Access: 27% (2013)
- e-Submission: 0% (2013), 0% (2012)
- e-Invoicing: 0% (2013), 0% (2012)

Note: The data was extracted from the only e-Procurement platform, which centralises all procurements and has been validated by the Public Works Department of the Ministry of Sustainable Development and Infrastructure. The absence of certain statistics is due to the lack of some information in the platform. We assume, based on the fact that e-Submission will become available and e-Invoicing is not available, that the uptake is 0%.

Central procurement portal

e-Notification is mandatory since 2005

e-Access is mandatory since 2013 was used for 43% of calls for tenders in 2014

e-Attestation is supported

e-Submission is available since September 2014

e-Invoicing is not available and plans to make it mandatory are still under discussion

Luxembourg

Summary

Luxembourg has a **centralised** approach towards public procurement. The e-Procurement strategy centres around the provision of a **one-stop-shop portal** for public procurement and centralises all notices and gives access to all public procurement regulations and guidelines. This platform is managed by the Ministry of Sustainable Development and Infrastructure.

The Public Works department of the **Ministry of Sustainable Development and Infrastructure** is responsible for public procurement and for e-procurement policy, legislation and implementation. The Public Market Direction of the department is in charge of legislation and policy implementation, which includes the online portal.

Since 2005, the **Public Market portal** centralises all notices and since 2006, contracting authorities can also publish all necessary documents pertaining to procurement online (e-Access) on this platform. Since 2013, legislation makes e-Access mandatory for most procedures, however, exceptions to the rule and lack of enforcement of this regulation have led to the e-Access uptake of 27% in 2013 and 43% in 2014 (Q1 & Q2). The platform plans to start supporting e-Submission in 2014. Paper and electronic submissions will be supported in parallel. This will complicate the opening sessions, as electronic tenders will need to be decrypted in front of the EOs. This can discourage contracting authorities from promoting e-Submission.

Finally, the platform also supports electronic Q&A and it offers a number of functionalities to make the life of EOs easier such as e-Attestation, subscriptions to new tenders and a shopping cart feature for tender calls.

- **e-Notification** is mandatory since 2005 and the uptake is estimated to be at 100%.

- **e-Access** is mandatory as a general rule, however, there is no penalty if the CAs deviate from this rule the uptake was lower than 100%.

- **e-Submission** was foreseen to become available in September 2014.

- **e-Invoicing** is not available and plans to make it mandatory are still under discussion.

Malta

Malta has all the pre-Award mandatory phases implemented since 2013

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100%
e-Access	100%
e-Submission	100%
e-Invoicing	0% 0%
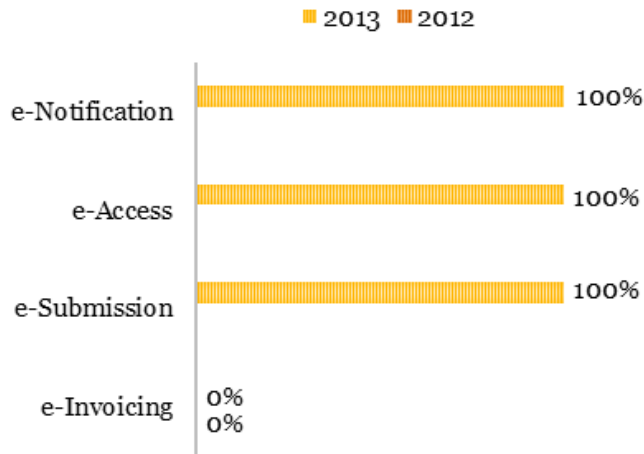
Note: The data has been provided by the representative of Malta based on the e-Procurement platform, which centralises all procurement. The percentages refer to the contracts that compulsorily have to be managed through electronic means. Based on the fact that e-Invoicing will become available, we assume that it has not been a practice and that the uptake is equal to 0%. Information has been validated by the Ministry for the Economy and Investment, Department of Contracts.

- Centralised Procurement portal
- e-Notification mandatory since 2013
- e-Access mandatory since 2013
- e-Submission mandatory since 2013
- e-Invoicing: Planned but not implemented yet

Malta

Summary

Malta has a centralised approach towards procurement through a **centralised platform (e-PPS)** that incorporates all tenders issued by government department and public organisations, irrespective of threshold, type, award criteria and package number.

Malta has all the pre-award mandatory phases implemented since January 2013 (e-Notification, e-Access and e-Submission).

With regards to the other functionalities:

- **e-Auction** is implemented in e-PPS. However, it has not yet been used for other than training/testing purposes.
- **e-Catalogue**: The use of e-Catalogue is mainly indicated in conjunction with the Dynamic Purchasing System. In this context, the framework agreements are managed. However, the current directives make it difficult to use.

All notices published and managed in the **e-PPS platform** are mandatory for calls above the threshold (€120,000), although it is possible to include calls for tender below this threshold, but not on a mandatory basis. The threshold refers to the value below which tenders are published by the Contracting Authorities and not by the Department of Contracts.

For the mandatory phases under the regulation frame the uptake is 100%, since all of them were implemented and regulated by the law at the same time.

One of the initiatives that the Department of Contracts is carrying out is to achieve 100% on e-Procurement by 2015 but on a voluntary basis (for those tenders below the threshold). Support is given in the form of trainings by the Department of Contracts to both contracting authorities and economic operators.

The main organisation responsible for the public procurement is **The Department of Contracts** that falls within the **Ministry for the Economy and Investment (MFIN)**. The principal responsibility of the Department is to ensure that public procurement is carried out on the principles of fairness, ensure transparency and non-discrimination between economic operators, as well as to manage the e-PPS platform.

The **Malta Information Technology Agency (MITA)** is another important body regarding electronic procurement since it is the central driver of the Government's Information and Communications Technology (ICT) policy programmes and initiatives. It is also the owner of the e-PPS platform.

The Netherlands

The architecture of the national platform: TenderNed, focuses on building blocks, making it an interoperable platform

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

Category	2013	2012
e-Notification	98%	98%
e-Access	98%	98%
e-Submission	40%	20%
e-Invoicing	14%	9%
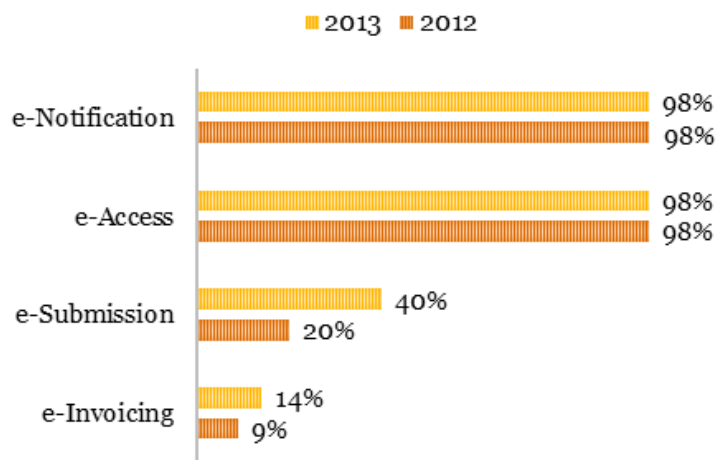
Note: Multiple (private) platforms co-exist at national level. Not all these platforms offer the same features and the numbers received are estimates based on the information accumulated by the State owned platform. Concerning e-Invoicing, in 2012 the overall uptake amounted to 9% and 27% for the central government, while in 2013 the uptake was 42% for central government and it was estimated, based on the ratio in 2012, that the overall uptake was approximately 14%. The Ministry of the Interior and Kingdom Relations has validated the presented information.

- Central e-Notification portal, TenderNed, aggregates information from other systems
- Decentralised public procurement
- e-Notification is mandatory
- e-Access is mandatory since 2013
- e-Submission is supported by TenderNed and other private platforms
- e-Invoices is partially mandatory since 2010 and contracting authorities must accepted it

The Netherlands

Summary

The Netherlands have a **decentralised** approach towards procurement. Each contracting authority is free to use an e-Procurement platform of its choice with one constraint: all notices must (also) be available on **TenderNed**, the national e-Notices platform, which is run by PIANOo, an expert centre for public procurement.

The **Ministry of Economic Affairs** is responsible for the public procurement policy. PIANOo, an expert centre set up by the Ministry, is tasked with the professionalization of public procurement for all Dutch contracting authorities, with a focus on compliance and efficiency. The Ministry for the Interior and Kingdom Relations is responsible for the introduction and implementation of e-Invoicing, e-Procurement and e-Tendering, covering all central government bodies in the Netherlands and overseas departments.

The architecture of TenderNed is focused on building blocks rather than solely on features, making it a very **interoperable** platform that reuses specifications and building blocks from other initiatives such as CEN BII and e-SENS.

Since 2011 **e-Notifications** are published on TenderNed. 29% of the notices presented on TenderNed are aggregated from other systems. In 2012 the platform was extended to allow **e-Submission**. e-Notification and **e-Access** are mandatory, but documents pertaining to public procurement (e-Access) do not have to be published on TenderNed. 40% of tenders were submitted electronically in 2013, and TenderNed accounted for half of those electronic submissions. Private platforms offer additional features such as e-Auction.

From 2010 all central government departments were obliged to facilitate the receipt of **e-Invoices**. The Ministry for Economic Affairs is contemplating whether a legal obligation to send e-Invoices by vendors to all Dutch government bodies can be imposed. Therefore, most municipalities and other government bodies are in the process of planning or implementing e-Invoicing and/or e-Procurement systems. In general, these organisations use PDF messaging for their communication with vendors; however, XML is the preferred method.

The Dutch government is actively working on the uptake of **e-Invoicing**: the target uptake was set at 80% by 2014 for central government. In 2012 the overall uptake amounted to 9% and 27% for the central government, while in 2013 the uptake was 42% for central government and it was estimated, based on the ratio in 2012, that the overall uptake was approximately 14%. Even though set target was not achieved, a number of hurdles and barriers to e-Invoicing were removed through various initiatives: Simpler Invoicing enables SMEs to exchange e-Invoices with Digiinkoop via the Digipoort, a network of Billing Service Providers promotes sending structured e-Invoices to tackle the problem of incompatible standards and lowers barriers for SMEs, and UBL chain-test with 10 providers of administrative software who demonstrate that they are able to generate, sent and process each others UBL messages.

Poland
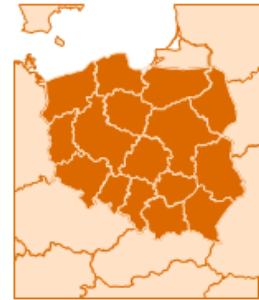
Centralisation and coordination of currently decentralised and not fully automated Procurement process is planned for after 2018

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

Category	2013	2012
e-Notification	100%	100%
e-Access	81%	84%
e-Submission	No data	
e-Invoicing	9%	9%
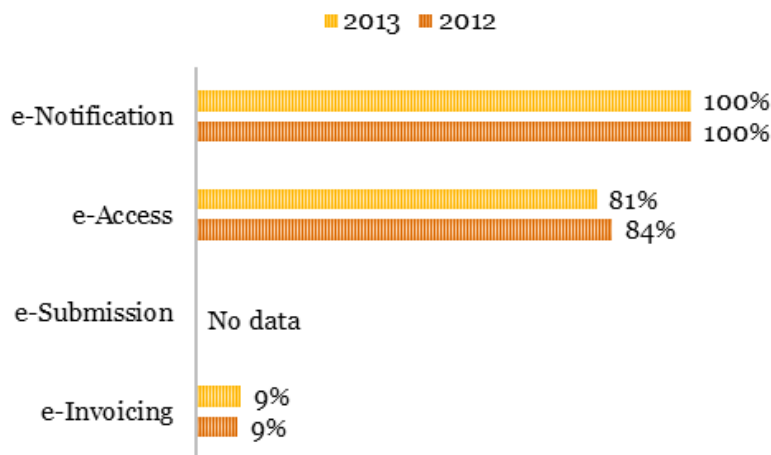
Note: Data was provided by the Public Procurement Office and the Ministry of Economy. It refers to the e-Procurement on the central platform. e-Notification was estimated by the MS to be at 100%; the uptake would be 93% and 84% for 2012 and 2013, respectably, if referred to the total number of procedures (i.e. including non-mandatory procedures: negotiated procedure without publication, single source procurement, request for quotation). No data is available for e-Submission. For e-Invoicing a rough estimate was provided by the Ministry of Economy. Concerning e-Access, the percentage of the open procedure was used as an estimation. The information has been validated by the Public Procurement Office and the Ministry of Economy.

- Central e-Notification portal
- e-Notification is mandatory since 2012
- e-Access is partially mandatory
- e-Submission is partially mandatory
- e-Invoicing is supported
- e-Auction is supported
- Dynamic purchasing system (DPS) is available

Poland
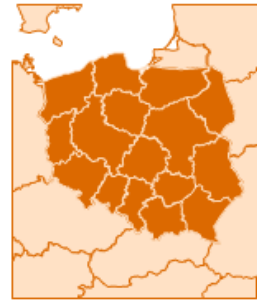
Summary

Poland currently has a **decentralised** approach towards public procurement. The Polish procurement system is going to be centralised as a result of the Polish Plan for Electronic Procurement, which was adopted in 2012 and aims at implementing new platform, which would be functional by 2018.

The e-Procurement strategy is centred around the provision of a single central platform for public procurement. A few projects are running to design and build this integrated platform.

The **Public Procurement Office** (PPO) is responsible for the regulation and implementation of the procurement. It plays a policymaking and coordinating role for the whole public procurement system. The PPO is an independent unit within the Polish government. It is responsible for strategy, policy, realisation of the digitalisation program in the context of public procurement, as well as for the provision of training and guidance on public procurement. The PPO is leading the project on e-Procurement with the intention to build an integrated e-Procurement platform.

The **Ministry of Economy** is responsible for the regulation and implementation of the EU directive in the area of e-Invoicing. Together with the **Multilateral National Forum on Electronic Invoicing** they are running the project on e-Invoicing.

Currently there are a few e-services available. This allows to automate some parts of the procurement process (**e-Notification, e-Access, e-Submission, e-Auction**). These e-Services are on individual platforms/systems and are not linked with each other. e-Notification is mandatory for all types of purchase. e-Access is mandatory for dynamic purchase, open tendering and for e-Auction. e-Submission is mandatory for dynamic purchase and for e-Auction.

- **e-Notification** is mandatory and estimated to be at 100%. The uptake would be 93% and 84% for 2012 and 2013, respectably, if referred to the total number of procedures (i.e. including non-mandatory procedures: negotiated procedure without publication, single source procurement, request for quotation).

- **e-Access** is estimated to be at 81%; it is mandatory for open procedures, DPS and e-Auction.

- **e-Submission** is used but no statistics are available; it is mandatory for DPS and e-Auction.

- **e-Invoicing** uptake is a rough estimation from the Member State representatives based on the percentage of enterprises using e-Invoicing in general.

Portugal

Portugal is aiming at an end-to-end e-Procurement by having all the pre-award phases mandatory electronically and is currently working on the post-award ones.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

Phase	2013	2012
e-Notification	100%	100%
e-Access	100%	100%
e-Submission	100%	100%
e-Invoicing	No data	
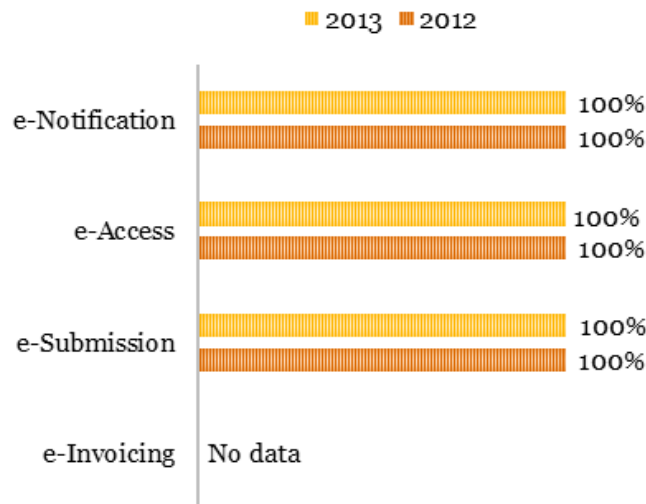
Note: The level of uptake for all the pre-award phases under the mandatory frame is 100%. But it should be noted that 24% of contracts are managed through a certified platform, while 76% of contracts are managed through e-mail. Even though e-Invoicing is widely adopted, and there are only few invoices on paper basis corresponding to a small number of economic operators, no data regarding e-Procurement invoicing is available. The data was provided by the Member State representative and obtained from official reports of the e-Procurement platform centralising all procurement. The data has been validated by Ministry of Economy and Employment.

- Centralised Procurement portal
- e-Notification mandatory since 2009
- e-Access mandatory since 2009
- e-Submission mandatory since 2009
- e-Invoicing allowed since 2013
- Contracting authorities have to pay for the use of certified platforms; for economic operators, it is free of charge (except for specific cases)

Portugal

Summary

Portugal has a **centralised** approach towards procurement. Each contracting authority is free to choose its certified e-Procurement platform in order to manage their tenders or contracts.

There are two main organisations that are responsible for public procurement: the **Ministry of Finance** with the support of **eSPap**, which is responsible for the management of National System for Public Procurement (operational responsibilities) and the **Ministry of Economy** with the support of Public Markets, Real Estate and Construction Institute (**IMPIC**), which is responsible for regulating the public market and managing the Public Contract Portal.

The INCM (the official journal) portal is the "one-stop-shop" portal for the contract notices and communicates the information automatically to the BASE portal, so e-Notification is available and it makes it easier to have a global vision of e-Procurement.

Public procurement in Portugal is mainly based on a mandatory e-Procurement practice, Portugal has implemented **all the pre-award phases** through different certified platforms. The electronic platforms, which are held by private operators, cover the entire sourcing process, from the moment that a public entity launches a procedure, publishes the specifications, gathers the proposals and finally awards the acquisition to a supplier – it is this award that is communicated to the BASE portal automatically by all the platforms; this covers e-Access and e-Submission.

BASE is the portal where all public procurement related information can be found at all levels as Portugal does not differentiate amongst national, regional or local level. Monitoring is also facilitated by the centralised portal, which allows for more agile decision-making and identification of gaps that need to be covered. All notices published in BASE are for calls above the threshold (€5,000). This threshold is only for the simplified direct awards (purchase against invoice), in which there is no contract notice. The level of uptake for all the pre-award phases under the mandatory frame is **100%**.

However, there are a few points to highlight regarding the Portuguese e-Procurement processes:
- The contracting authorities have to pay for the use of certified platforms. For the economic operators it is free of charge, except when the tender requires a digital certificate, timestamps or registration fees.
- Some actions are taken in order to ensure interoperability among the certified platforms.

Romania

Romania has implemented all pre-award mandatory phases referred by the EU directives since 2010 and concentrates on establishing target settings for e-Submission to reach 100% by 2018.

Evolution of e-Procurement uptake (value)

Legend: ■ 2013 ■ 2012

- e-Notification: 100% (2013), 100% (2012)
- e-Access: 100% (2013), 100% (2012)
- e-Submission: 32% (2013)
- e-Invoicing: 0% (2013), 0% (2012)
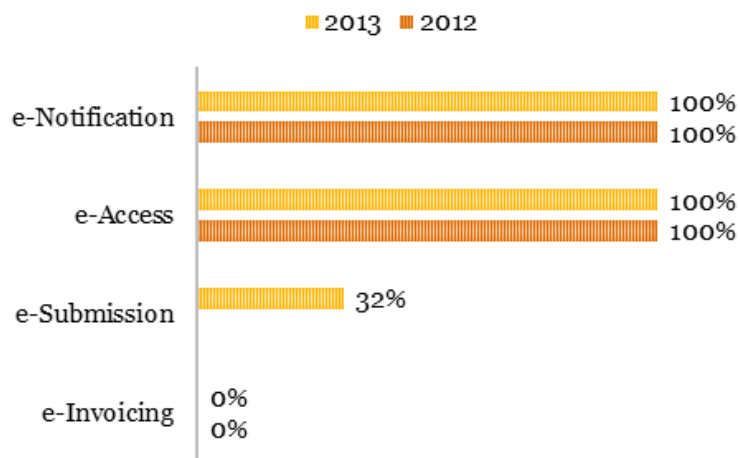
Note: The information received comes from the Public Procurement Agency and has been validated by the National Authority for Regulating and Monitoring Public Procurement. e-Submission number represents the total value of tenders and direct purchases using SEAP; in 2014 the uptake amounted to slightly below 40%. When considering the share of online procedures (without direct purchase) the uptake amounted to 17% and 18% for 2012 and 2013, respectably. e-Invoicing was not available as a function in 2012-2013, therefore, the uptake has been marked to be equal to 0%.

- Centralised procurement platform
- e-Notification is mandatory since 2009
- e-Access is mandatory since 2009
- e-Submission is mandatory 2010
- e-Invoicing is not available

Romania

Summary

Romania has a centralised approach towards e-Procurement, which covers all level of public administrations.

The main organisations responsible for e-Procurement are:
1. **The National Authority for Regulating and Monitoring Public Procurement (NARMPP)**, having a fundamental role at strategic level, and for the promotion and implementation of the public procurement policy.
2. **The Digital Agenda Agency of Romania (AADR)**, a public institution and specialised central public administration with legal personality, subordinated to the Ministry of Communications and Information Society. It operates nationwide systems for electronic governance and manages the Electronic System for Public Acquisitions (SEAP).

Romania has implemented all **pre-award mandatory phases** referred by EU directives: e-Notification, e-Access and e-Submission. Furthermore, e-Awarding, e-Auction and e-Catalogue have also been implemented. All these phases are available since 2007, but the mandatory phases came into force in 2009. There is a gradual approach towards e-Submission for reaching targets: by 2008 it was required to reach 20% of the total contract value, 40% by 2010 (it was not reached) and 100% is the objective for 2018.

e-Auction and e-Catalogue are available since 2014. The dynamic purchasing system (DPS) is mainly used for the purchase of daily consumer products with features available on the market to meet the needs of the contracting authority.

The Romanian platform for e-Procurement is **e-Licitatie**, containing all the information regarding public procurement. e-Licitatie is available at global level, since Romania has a centralised e-Procurement model. All the notices published in e-Licitatie are for calls above the threshold: €130,000 for supply and services and €865,000 for public works.

The new public procurement collaborative platform SEAP-SICAP system will be launched in November 2014 and the country's administration is preparing for the transposition of the new EU directives into national law. Plans reported include: 1) establishment of common standards on the award of concession contracts, 2) revisiting the rules of public procurement at European level by introducing new criteria for awarding (innovation, environment and social aspects), and 3) facilitating SMEs participation.

Slovakia

e-Auction is mandatory since 2011 and available through the EVO system.

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

	2013	2012
e-Notification	100%	100%
e-Access	100%	100%
e-Submission	No data	
e-Invoicing	0%	0%
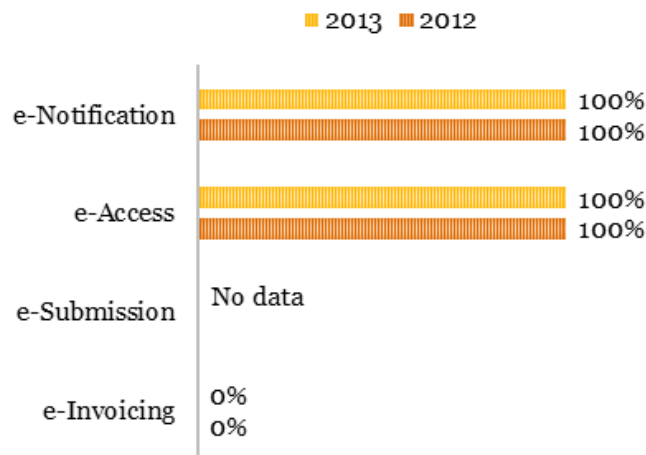
Note: The data was extracted from the official reports and information provided by the MS representative. It is believed to be accurate and complete. Given that there is no e-Invoicing platform for the Public Sector, we assume it has not been in practice. Data has been validated by the Office for Public Procurement.

Centralised Procurement Portal, consisting of the Journal of Public Procurement of the Slovak Republic, the Information system IS ZU for e-Notifications and the EVO platform

e-Notification is mandatory since 2009 for all thresholds

e-Access is mandatory since 2013 for all thresholds

e-Submission is allowed (available through the EVO system)

e-Invoicing is not mandatory and there is no platform for Public Procurement

e-Auction is mandatory since 2011 (available through the EVO system)

Slovakia

Summary

Slovakia has a **centralised** approach towards procurement through the Journal of Public Procurement in which all the information about contracts can be found.

The Official Journal is connected to a centralised platform called **EVO**, which allows the creation and management of the contracts in order to publish them in the Official Journal.

Slovakia has made e-Notification, e-Access, and e-Auction mandatory. The e-Submission phase is available on a voluntary basis and e-Invoicing has not yet been implemented. The EVO platform has implemented e-Evaluation, e-Awarding and e-Archiving.

In Slovakia, there are several certified systems to carry out an electronic auction (including the EVO system). The Office for Public Procurement provides information about the systems.

Lower value for tenders below the limit are:
- Goods and services: €20,000
- Public works: €30,000

Thresholds for tenders over the limit are based according to the EU directives.

Slovakia plans to develop information systems, which include the EVO system, depending on legislative changes, new public procurement directives and user requirements. The current development initiatives relate to the upgrade of the EVO system, e.g. its user friendliness, improvement of user administration, integration to other systems, etc.

There are two main organisations responsible for public procurement:
- **Office for Public Procurement (UVO)** - the main authority in the area of public procurement. The Public Procurement Act regulates the award of supply contracts, works contracts and service contracts, design contest, and administration in public procurement. The Office for Public Procurement has a separate department for e-Procurement.

- Regarding e-Invoicing, the organisation in charge is **the Ministry of Finance**, which is responsible for the definition of the regulation for e-Invoicing.

Slovenia
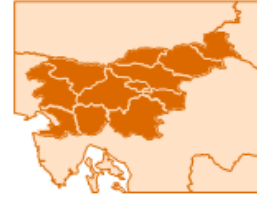
Slovenia has economic operators from 25 countries of foreign origin

Evolution of e-Procurement uptake (value)

■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	No data
e-Submission	No data
e-Invoicing	No data
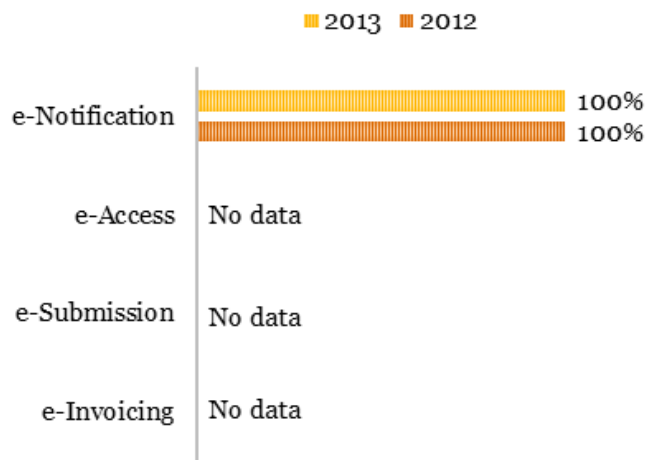
Note: Estimations are provided based on the interview as no e-Procurement specific data is available. The uptake of e-Notification is assessed at 100% for mandatory cases. e-Access, e-Submission and e-Invoicing are allowed, but no statistics are collected. The information has been validated by the Ministry of Finance.

- ⦿ Centralised procurement portal and platform
- ⓘ e-Notification is mandatory since 2009
- ✓ e-Access is partially mandatory
- ✓ e-Submission is allowed
- ✓ e-Invoicing is planned to be made mandatory in 2015
- ⬒ Cross border uptake 6%
- 🗎 Public Procurement Law allows e-Auction and describes the rules for the "Use of electronic auctions"

Slovenia
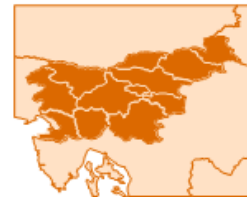
Summary

Slovenia has a **centralised** approach towards public procurement and has a one-stop-shop national portal (http://www.e-narocanje.si), which is managed by the Official Gazette (http://www.uradni-list.si). The portal is free of charge for contracting authorities and economic operators. The **Ministry of Finance** coordinates the portal, which offers e-Procurement services for all contracting authorities at all levels (national, regional, local) in the country.

The **Ministry of Finance** is responsible for the policy, regulation, implementation and monitoring of public procurement.

- **e-Notification** is mandatory since 2007 and offered by the national platform. The public procurement information is centralised in Slovenia and all levels of the public sector connect to a central portal. Public administrations and contracting authorities can publish tender notices on their own websites but there should be a link to the national portal. Following the Art 12 Public Procurement Act, the publication of the notices **above the threshold** is mandatory and they should be sent to the Procurement portal. Based on Art 12 Public Procurement Act (2) and the Defence and Security Act "the contracting authority shall send to the publication of the procurement portal above" €20,000 for goods and services and €40,000 for works contracts. The Law on Public Procurement in the water, energy, transport and postal services sectors refers to €40,000 for goods and services and €80,000 for work contracts.

- **e- Access** is partially mandatory since contracting authorities may not require any proof on the documents of which state authorities, local communities or holders of public authority keep official records.

- **e-Submission** is allowed and available for dynamic purchasing procedures only. In practice, there is no module that has been centrally developed for this purpose. Therefore, contracting authorities need to install this on individual basis. Based on Art 67, Public Procurement Act (2006) the "tenderer may submit a tender in electronic format, if supported by the information system by the customer".

- **e-Invoicing** is planned to be made mandatory as of January 2015 for contracting authorities to receive electronic invoices.

The Ministry of Interior and the Ministry of Finance coordinate an e-Procurement project which is focusing on e-Tendering, e-Catalogue, e-Auction and e-Evaluation. The main aim is to support the coordination and to improve internal procedures at all levels of administration (national, regional, local) for public procurers (contracting authorities). The cross-border uptake in the EU is characterised by the participation of 17 other EU country economic operators and 7 third countries. It amounts to approximately 7.28% of the total public procurement value where foreign companies have been awarded out (6% EU).

Spain

Spain has a decentralised approach towards e-Procurement platforms

Evolution of e-Procurement uptake (volume) – Plataforma de Contratación del Sector Público

2013 **2012**

e-Notification	100% / 100%
e-Access	100% / 100%
e-Submission	1% / 0%
e-Invoicing	No data
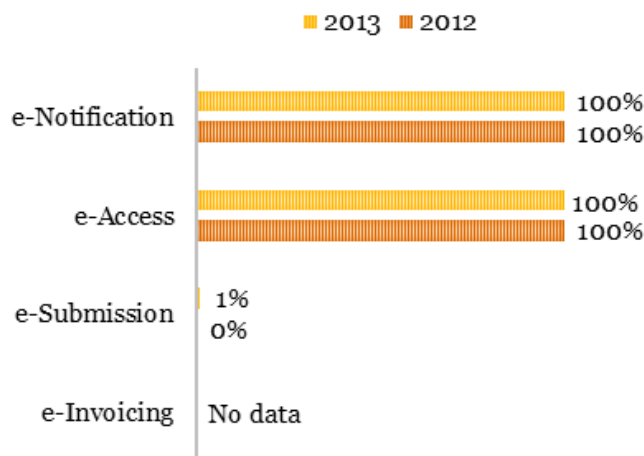
Note: The statistical data is extracted from the platform "Plataforma de Contratación del Sector Público" and has been provided by the Member State representative. It refers to the central government and related public bodies. It partly covers regional and local administrations, as it is not obligatory for them to register on the central platform. The data refers to contracts that are published in the state procurement platform and not the total number of contracts. e-Invoicing will become mandatory in 2015 and no data has been received for previous years.

- Decentralised procurement portals
- Evolution towards a centralised approach
- e-Notification is mandatory since 2008
- e-Access is allowed since 2009
- e-Submission will be available in the first quarter of 2015
- e-Invoicing is planned to be available and mandatory in the beginning of 2015

Spain

Summary

The Spanish model of e-Procurement platforms is decentralised. According to the law, all autonomous communities and local administrations are allowed to have their own e-Procurement platform to manage electronic procurement.

All public sector contracting authorities are obliged to submit any information on contracts to the Contract Registry of the Public Sector (Registro de Contratos del Sector Público). This is a centralized system for all contracting authorities (national, regional and local). The main purpose of the Contract Registry is to gather information for statistical purposes. Regional and local authorities have the possibility to publish information on the national central platform. This is not mandatory, as several platforms can exist at sub-central level.

The Spanish Central Government has two main platforms:

1. **The e-Procurement Platform**: **Plataforma de contratación del sector público**. This platform is the national platform for e-Procurement and covers the following activities:

   o **e-Notification** is mandatory since 2008 and estimated to be close to 100%.

   o **e-Access** to procurement documents is available and estimated to be close to 100% for the central government and its entities.

   o **e-Submission and e-Evaluation** will be launched in the first quarter of 2015.

   o **e-Invoicing** is planned to be launched in January 2015. Even if it will not be implemented through a centralised platform, there is a commitment at the level of the Secretary of State for Public Administration to get the maximum number of autonomous communities and local administrations to join the e-Invoicing Central Platform, FACe, Spain's solution for electronic invoices. 9 autonomous communities and 1,140 local administrations have access to FACe. Interoperability is guaranteed and there are common interfaces that have to be implemented in the entry points for electronic invoices from the different autonomous communities.

2. **Conecta Centralización**: This platform implements the end-to-end electronic processes for central purchasing and aims at centralised procurement of goods and services. It is run by the Ministry of Finance and is managed through framework agreements.

All services in the "Plataforma de Contratación del Sector Público" and new services under development have been developed based on CODICE's specification. CODICE v2.0 is a standard for electronic procurement documents developed within the Ministry of Finance. It has been incorporated into the international standard UBL 2.1 and is also part of the pre-award profiles of CEN/BII2 (see: https://contrataciondelestado.es).

Spain

Madrid

The Autonomous Community of Madrid follows the National Regulation (Law of Public Contracts) and e-Procurement is led by:

- **The General Coordination Branch of the Public Procurement** (Directorate General of Financial Policy, Treasury and Heritage under the Ministry of Economy and Finance of the Community of Madrid), responsible for the management and coordination of e-Procurement information systems.
- **The General Office of Citizen Services**, responsible for the publication in the contractor profile, and the information provided by the contracting authorities.
- **The Agency for Information Technology and Communications of the Community of Madrid (ICM)**, responsible for the development of computer applications and information systems.

The main strategic goals in the Community of Madrid are to carry out electronic trading through the use of information technology and communications (ICT), to simplify and streamline procedures, reduce costs and increase competition for better deals. In order to achieve this main objective, the short-term projects that Madrid is developing concern the possibility to submit tenders electronically and, regarding e-Invoicing, making access to the general entry point for electronic invoices (FACe) of the Central Government, operational as of January 2015.

Basque Country

The Basque Country has its own e-Procurement platform managed by the Heritage and Contracting Directorate from the Department of Treasury and Finance of the Basque Government. Apart from having its own regulation for the development and management of the e-Procurement processes and systems, the Basque Country needs to follow the National Public Contracts Law. Therefore, the thresholds and the dates concerning mandatory phases are the same as in the rest of Spain. One of the main objectives is to create an end-to-end electronic procurement through the interconnection of all functionalities implemented to cover the e-Procurement phases in different systems (e.g. e-Request and e-Payment.)

The following uptake estimates have been made:

- **e-Notification**: the uptake is 100% above threshold, which accounts for 40% of the total procurement volume and 80% of total procurement value in Spain.
- **e-Access**: the uptake is 100% above threshold, which accounts for 40% of total procurement volume and 80% of total procurement value in Spain.
- **e-Submission**: 90% of the tenders are submitted electronically.

Sweden

Sweden has a central purchasing body for governmental authorities and one focusing on regional and local levels; many procurements are made directly by the contracting authorities.

Evolution of e-Procurement uptake

■ 2013 ■ 2012

Category	2013	2012
e-Notification	100%	100%
e-Access	80%	80%
e-Submission	80%	80%
e-Invoicing	75%	75%
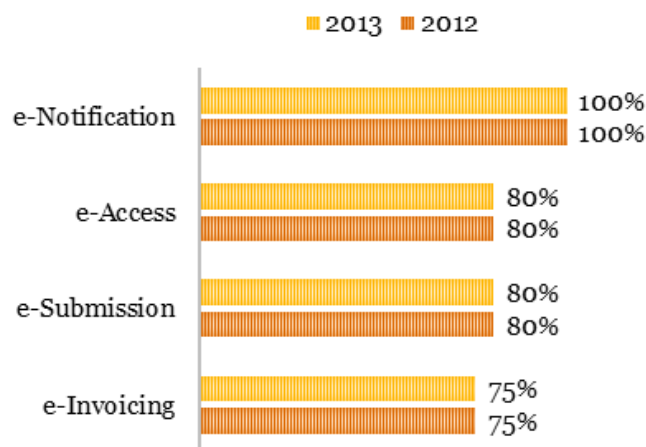
Notes:

e-Notification: e-Notification is mandatory over the threshold value; in some of the procedures also below the threshold value.

e-Access: No data was available for e-Access. Government representatives and all contracting authorities needed to be contacted individually to obtain this information. The aggregated results were provided by the Swedish Competition Authority.

e-Invoicing: 75% represents the amount of contracting authorities that use e-Invoicing in cases when they have e-Invoicing (receives and processes invoices electronically). The aggregated results were provided by the Swedish Competition Authority and the Swedish Association of Local Authorities and Regions.

- Highly decentralised procurement

- Central purchasing bodies

- e-Notification is mandatory over the threshold value; in some of the procedures also below the threshold value.

- e-Access is supported by several platforms

- e-Submission is supported by several platforms

- e-Invoicing is mandatory since 2008 for governmental agencies. Municipalities and regions have e-invoicing on a voluntary basis.

Sweden

Summary

Sweden has a **decentralised** approach towards public procurement. The **Swedish Competition Authority** is responsible for monitoring public procurement. It is governed by the Swedish Public Procurement Act (2007: 1091, LOU), which is largely based on EU Directive 2004/18/EC.

The National Procurement Services consist of a **central purchasing body** tasked with offering central government authorities coordinated framework agreements for goods and services of general use. In the area of information and communication technology (ICT), local and regional authorities, as well as central government authorities can use these framework agreements. The National Procurement Services run http://www.avropa.se, which connects buyers and suppliers, e.g. for the presentation of framework agreements. For e-Tendering and e-ordering-invoicing there are other systems and platforms.

SKL Kommentus is a central purchasing body focusing on the regional and local levels. Many procurements are made directly by the contracting authorities.

- **e-Notification** is mandatory for procedures over the threshold value and for some of the procedures below the threshold value.

- **e-Access** is supported by several platforms.

- **e-Submission** is supported by several platforms (approximately 5 platforms)

- **e-Invoicing** is mandatory since 2008 for governmental agencies and supported by several platforms. Municipalities and regions have e-invoicing on a voluntary basis; approximately 75 % of the municipalities and 100 % of the regions have e-Invoicing.

United Kingdom

The UK targets e-Procurement adoption through awareness and availability, rather than mandatory requirements

Evolution of e-Procurement uptake (value) – Crown Commercial Service

■ 2013 ■ 2012

e-Notification	100% (2013) / 100% (2012)
e-Access	100% (2013) / 100% (2012)
e-Submission	75% (2013) / 50% (2012)
e-Invoicing	No data
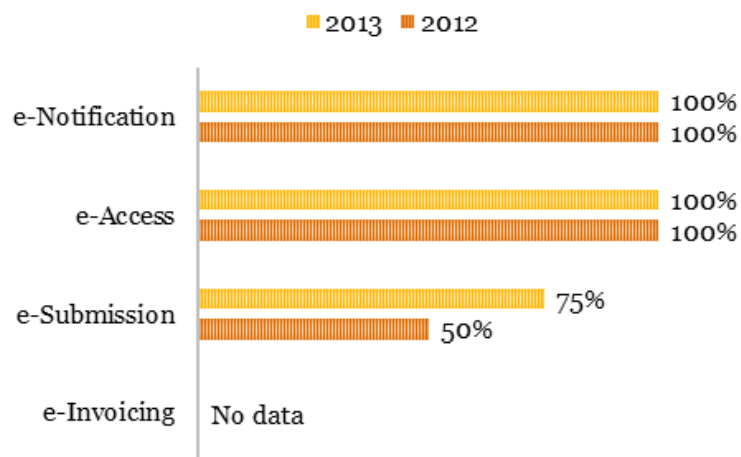
Note: Data refers to information acquired from the Crown Commercial Service and is not representative to the whole e-Procurement status of the country. Data concerning e-Submission and e-Tendering has been estimated for both years between 50-75% by the CCS Cabinet Office. There is no data available for e-Invoicing. It has been validated by Validated by UK Cabinet Office and Scottish Government.

- Centralised procurement portal (Crown Commercial Service)
- Free of charge national platform for suppliers
- ✓ e-Notification is available
- ✓ e-Access is available
- ✓ e-Submission is available
- ✓ e-Invoicing is available

United Kingdom

Summary

In the United Kingdom, there are 24 ministerial departments, 24 non-ministerial offices, over 300 Agencies and other public bodies, local authorities, the National Health Service Trusts, and 12 public corporations. Devolved government administrations include the Scottish Government, Welsh Government and the Northern Ireland Executive.

The **Government Procurement Service (GPS)** is part of the **Crown Commercial Service (CCS) -** an executive agency of the Cabinet Office, which has been tasked with saving money in the public sector through the provision of improved procurement and supplier management processes that create a fair and competitive environment for SMEs. The Crown Commercial Service leads the procurement policy and is the key central government central purchasing body. Its main role is the procurement of common goods and services, which are required by most or all central government departments. CCS has a programme to transfer departmental procurement functions that are currently engaged in procuring common goods and services into CCS. As main rule, the central government bodies are responsible for procurement that falls within their sphere of expertise and responsibility. On the other hand, CCS provides procurement expertise to other government bodies when undertaking their own procurement.

CCS provides a website with links to the **UK Government's Contacts Finder** portal, where suppliers can search for tenders **over £10,000**. CCS also provides an IBM e-Sourcing and contracts management tool called **Emptoris**. For low complexity procurements below the EU threshold, the Cabinet Office in partnership with ProcServe has developed the **Dynamic Marketplace**, where suppliers can register to bid for contracts that fit their capability. The ProcServe e-Marketplace system provides full automation from the request for quote and response throughout the electronic ordering, invoicing and payment processes. Combined access to the range of portals/services, that make up the Government Procurement Service, is planned for the future.

There is a **centralised platform** offered for use by central government departments and several platforms are used by local and regional government agencies, including shared service centres by certain sectors (e.g. healthcare, emergency services, etc.). The modules offered by the platform are: e-Planning, e-Notification, e-Access, e-Submission, e-Awarding, e-Auction, e-Request, e-Catalogue, e-Ordering, e-Invoicing, and e-Payment.

e-Procurement is not mandatory at the national or regional levels and no subsidies are provided. Thus, all activities to date have been driven by ROI incentives only. However, there are several procurement policy initiatives coming from the central government and a Public Accounts Committee that hold the government to their commitments. The UK targets e-Procurement adoption through awareness and availability, rather than mandatory requirements.

The UK Department of Health has made PEPPOL adoption of e-Orders, e-ASNs, e-Invoices and use of the PEPPOL Network mandatory in its national e-Procurement Strategy for all NHS (National Healthcare Services) Trusts (https://www.gov.uk/government/publications/nhs-e-procurement-strategy).

United Kingdom

Wales

The **National Procurement Service (NPS)** launched in 2013, is hosted by the Welsh Government with a goal to secure annual savings of £25m. It is organised in categories of spending and managed by teams engaged with the public sector and suppliers. Value Wales is part of the Welsh Government, but is separate from the NPS. It is responsible for shaping the procurement policy, monitoring practice, providing guidance and ensuring compliance with EU regulations. Sell2Wales is a web portal that provides help for suppliers to win contracts and for public sector buyers to advertise and manage tenders. The Electronic Procurement Service (ePS) provides tools for the public sector to engage in e-Commerce and provides a single point of contact for e-Procurement in Wales (Welsh Purchasing Card, Sell2Wales, e-TenderWales and e-Trading). Business Wales is a government service that provides advice and guidance to businesses. It offers SME-targeted training and workshops on e-Procurement, tendering, and collaborative supplier bidding processes

Scotland

The **Scottish Government's e-Commerce Shared Service** provides a wide range of e-Procurement solutions, including the Scottish Procurement Information Hub. It is available to all levels of national, regional, and local government organisations. Public Contracts Scotland Tender (PCS-Tender) provides for e-Tendering, e-Evaluation, e-Auction and a Pre-Qualification Questionnaire. The Catalogue Content Management (CCM) hub provides catalogues in a range of formats. The PECOS P2P system provides order, receipt, and invoice functions and payment options including the Government Procurement Card. The Scottish Government provides advice for public sector buyers working with SMEs.

e-Procurement trends and good practices reported by Member States

This Chapter presents additional findings of our study following the assessment of the e-Procurement uptake trends. It summarises the good practices reported by the 28 Member States, which have been cross-checked with reference materials (e.g. Golden Book) in order to extract a list of best-of-breed practices. These reported practices highlight some of the key factors for successful e-Procurement at the level of a Member State and the economic operators. The good practices listed here address several different dimensions such as strategy, monitoring, transparency and logistical aspects.

Reported practices improving e-Procurement uptake for contracting authorities

Defined e-Procurement strategy and targets as a best practice to enforce uptake level

A clear vision for e-Procurement, which goes beyond the simple transposition and compliance with the Directives, is considered to be one of the key success factors for a higher e-Procurement uptake.

Due to incompleteness and heterogeneity in the data collected, we could not deliver a holistic analysis of correlations between the presence of a clear strategy with uptake targets and higher e-Procurement uptake for all Member States. Despite that, we have identified such trend in **5 Member States**.

In **Belgium,** the e-Procurement strategy and targets are set on administrative/board level. Consequently, we have observed an increase in e-Access uptake during the two years (2012-2013) in all three regions; e-Submission uptake increased in Flanders. In Flanders. e-Access increased by 17 percentage points (from 58% to 75%) and e-Submission by 14 percentage points (from 66% to 80%). In Wallonia, e-Access increased by 22% (from 65% to 87%). Finally in the Brussels-Capital Region, e-Access increased by 15 percentage points (22% to 37%).

Cyprus does not have a specific strategy on e-Procurement. There are internal policy guidelines which cover e-Procurement and define gradual uptake targets. The government plans e-Submission uptake to reach 100% by 2016.

Estonia has reported to have an e-Procurement strategy along with a target to have an uptake of e-Submission set at 50% of the procurement budget. Consequently, the e-Submission uptake evolution in 2012-2013 has shown a year-to-year 30 percentage point increase in the uptake (from 15% to 45%). In addition, the overall e-Procurement uptake volume increased from 2012 to 2013: the volume increased from 1,374 to 3,770 electronically awarded procedures.

In **Lithuania,** the Public Procurement Act requires e-Procurement to reach at least 50 % of the total value of all procurement since 2009 and sets a target. In addition, Lithuania had a strategy for 2009-2013, which sets the target at 70%. New strategic measures are currently under preparation and they will focus on end-to-end e-Procurement. In line with the strategy and the set targets, we have observed an increase in e-Procurement uptake from 2012 to 2013: e-Procurement value increased from 2.5 billion euros to 2.9 billion euros and volume increased from 13,975 to 14,759 electronically

awarded procedures. Consequently, the uptake of e-Submission in 2012-2013 has also shown an increase of 15 percentage points (from 75% to 90%).

Luxembourg has defined a strategy and set a target for e-Access uptake level to reach 90% for 2014. Consequently, we have also observed an increase in e-Access uptake: in 2013 the reported uptake was 27%, while in the first two quarters of 2014 the uptake increased to 43%.

In **Romania**, the National Strategy for Electronic Procurement aims at the transition to the public procurement process exclusively by electronic means. In addition, the Government Decision concerning the award of public procurement contracts by electronic means, requires that since 2010 each contracting authority uses electronic means (i.e. e-Submission) for a total value representing 40% of public procurement procedures (including direct purchases). Also, an objective to reach 100% uptake by 2018 has also been set up. Consequently, we have observed that the uptake of e-Submission in 2013-2014 increased by 8 percentage points (from 32% to 40%).

Cost-benefit analysis as a driver for change towards e-Procurement

While the benefits of e-Procurement in terms of cost reduction are obvious and were cited by Member States as an argument used for promoting e-Procurement, these benefits are rarely quantified.

However, a few countries (e.g. Ireland and Lithuania) also reported having done a cost-benefit analysis estimating savings related to the use of e-Procurement. This was reported to be particularly useful in securing political support and winning over contracting authorities.

The case study of Denmark further illustrates how concrete saving estimates can be a strong driver for change towards e-Procurement.

"Since 2005, the Danish legislation allows the acceptance of electronic invoices from the suppliers. However, it was considered to be necessary to have a regulation and make e-Invoicing mandatory in order to promote the behavioural and practice change.

The driver for change was originally the potential savings that can derive from using electronic invoices. Ministry of Finance analysis stated that the public sector could save € 135 million per year, by optimising the fund transfer process and estimated the invoices at € 15 million per year, which could bring yearly savings of € 30 million.

The Public Payment Act was adopted in December 2003 already and in 2 years paper invoices were no longer accepted by the public buyers. It has been strictly executed and payments were withheld till invoices have been received in a correct format.

The motivation of stakeholders has been carefully mapped and followed up and formed the integral part of promotion and communication. For instance, an argument that invoicing is done faster can make an impact on decisions."

Data collection and interoperability between platforms as a best practice

While many issues have been encountered while data was collected for this study (refer to section 'No common definitions, interpretations and indicators'), it should be highlighted that some countries were able to provide consolidated data for most e-Procurement processes.

For countries that have only a single central e-Procurement platform, interoperability did not appear to be an immediate concern based on the interviews. Nonetheless, interoperability becomes highly relevant when contracting authorities may use the platform of their choice (e.g. Finland, the Netherlands and Portugal) or when there are different local or regional platforms (e.g. Spain and Italy).

In countries following a highly decentralised approach to public procurement, this was made possible by having **interoperable** regional and local platforms which could provide information to a central one-stop-shop platform. This is for instance the case for the Dutch TenderNed platform which aggregates all e-Notices published in other (private) platforms in the Netherlands.

While the above use case for interoperability mainly concerns intra-Member State interoperability, the use of standard building blocks was put forward by the Netherlands as a best practice. There are several EU initiatives producing re-usable building blocks such as e-SENS for e-Document exchange, STORK for e-Signature and authentication.

Even though the benefits of interoperability are difficult to assess, this best practice is supported by a number of case studies. One such example is illustrated below in the case study of the United Kingdom and the adoption of PEPPOL as a messaging standard.

"In 2014, UK Department of Health introduced a new e-Procurement Strategy for all National Healthcare Services (NHS) Trusts. The strategy aims at combining different lessons-learned from various sectors (e.g. banking, manufacturing and retail). The e-Procurement Strategy has also recommended PEPPOL as a common messaging standard to achieve automated machine-to-machine e-Orders, e-ASNs (Advanced Shipping Notes) and e-Invoices between NHS providers and suppliers. The UK Department of Health is aiming at complying with the forthcoming legislation and at full implementation of e-Procurement solutions. It is foreseen that implementation of this strategy will yield significant recurrent savings that will be returned to patient care."

Source: https://www.gov.uk/government/publications/nhs-e-Procurement-strategy

In addition, the case of Denmark brings further evidence towards the importance of EU initiatives for interoperability:

"For advancing on cross-border uptake, there is cooperation with the PEPPOL project and also OpenPEPPOL which has a similar infrastructure as an existing infrastructure in Denmark, named NemHandel."

Best practice for monitoring uptake with well-defined indicators

Besides the adoption of an e-Procurement strategy and uptake targets, a handful of Member States representatives also reported that monitoring is a best practice supporting the uptake of e-Procurement.

e-Procurement monitoring is necessary to ensure that a country's strategy is effective and to report on the achievement of uptake targets. A close monitoring also helps identify areas for actions or improvements and further needs in terms of strategies or specific targets.

Due to the incompleteness of collected data and heterogeneity regarding available monitoring, no clear correlation can be made between the presence of monitoring and higher e-Procurement uptake.

However, this practice is supported by the case of the Flanders region (Belgium):

"In Flanders, e-Submission has been mandatory since 2011. Because e-Procurement in Flanders is done on the platform of the Federal government, reporting activities have been set in place to cover the uptake of e-Procurement for the whole of Belgium. The Federal Public Service for HR and organisation (FOD P&O) publishes quarterly and annual reports online with regard to the public procurement and the uptake of e-Procurement.

These reports contain detailed information broken down by contracting authority on:

- *the number of procedures launched;*
- *the % of procedures which support e-Access;*

- *the % of procedures which support e-Submission;*
- *the % of tenders submitted electronically; and*
- *the average number of tenders received per procedure.*

With such information, decision makers are capable of assessing the effectivity of the policies and identify areas (i.e. contracting authorities) that require additional support to adopt e-Procurement.

In addition, these reports also make apparent the differences in terms of uptake between Flanders and the other regions which do not mandate the use of e-Submission. "

Flanders provides information and data about the accessibility of e-Procurement to SMEs and foreign companies on the administrative affairs website of the Flemish government (http://www.bestuurszaken.be). The SME participation in public procurement in Flanders has an uptake of approximately 65% and reflects the number of offers coming from SMEs. However, data representing the SME accessibility in terms of the number of contracts awarded to SMEs has not been disclosed yet by the Flemish government. Concerning the accessibility to foreign companies, between 2% and 7% of the tenders submitted in 2013 comes from foreign companies. Here, it must be taken into account that foreign presence in the Flemish public market may be higher than the indicator suggests, as foreign companies can have a legal entity in Belgium and, accordingly, register with a CBE number (Crossroads Bank for Enterprises). Moreover, foreign companies can also participate in e-Procurement through collaboration with a Belgian company.

Facilitation measures as a best practice to ensure guidance during the transition period

Facilitation measures such as training or special actions for SME facilitation were reported by Member States and are considered as a best practice to ensure guidance during the transition period and facilitate e-Procurement uptake.

According to the Golden Book of e-Procurement Good Practice, economic operators and contracting authorities benefit from affordable training plans. Training courses for economic operators may be delivered by the platforms, contracting authorities or other organisations such as Chambers of Commerce. These plans can educate economic operators and contracting authorities on the use of electronic procurement platforms and accelerate the learning process about related benefits. Furthermore, providing online courses could help reach foreign economic operators. Overall, the delivery of training courses accelerates the uptake of e-Procurement.

In most of the countries, in total **24 Member States**, some kind of training practices have been reported as shown in the map below.

Training practices

Key
■ Available ■ Not available
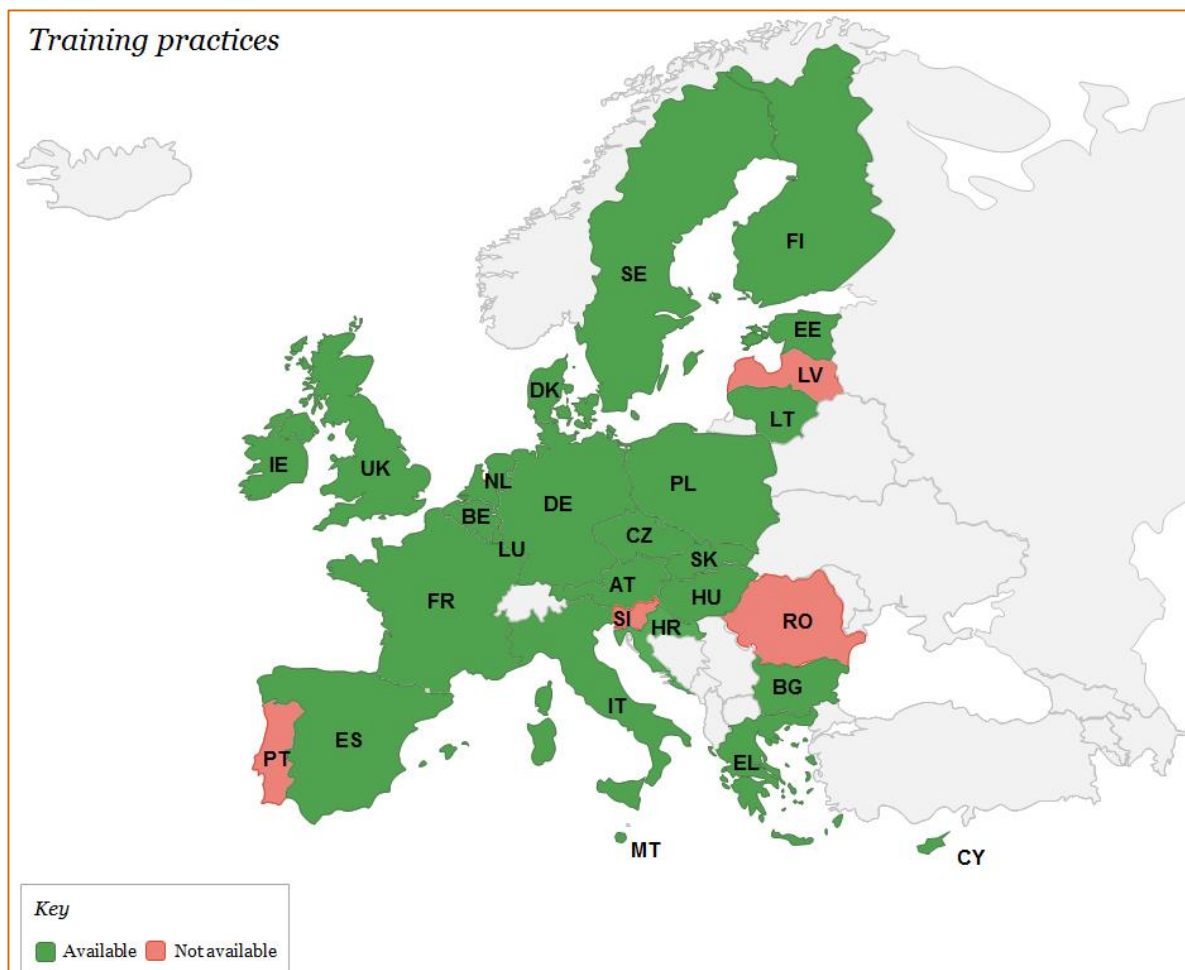
The availability of manuals and guidelines related to e-Procurement is provided by **9 Member States** (Croatia, Cyprus, the Czech Republic, Hungary, Ireland, Italy, Lithuania, Poland and the United Kingdom).

Furthermore, in **6 Member States** (Austria, the Czech Republic, Denmark, Italy, Lithuania and Luxembourg), the use of e-Procurement is actively promoted. For instance, in Denmark, the Danish Agency for Digitisation has set up the social network http://www.digitaliser.dk as a '*tool for development, knowledge sharing and a forum for the digitisation of Denmark'*. In Italy, the initiative '*Sportelli in Rete'* was launched in order to raise awareness about the Rationalisation of Public Expenditures program and to train SMEs on the use of e-Procurement tools.

Besides, it was found that **SMEs access to e-Procurement is being facilitated in 8 countries** (Bulgaria, the Czech Republic, Denmark, Estonia, Italy, Latvia, Lithuania and Spain) and partially in the United Kingdom. It must be noted that the provision of SMEs facilitation is unrelated to the follow-up and monitoring of the participation of SMEs related to e-Procurement. As shown in Figure 19**: SME facilitation**, the facilities are provided in form of implemented procedures, trainings and seminars, and support initiatives.

Figure 19: SME facilitation measures reported by Member States

Figure 19: SME facilitation measures reported by Member States
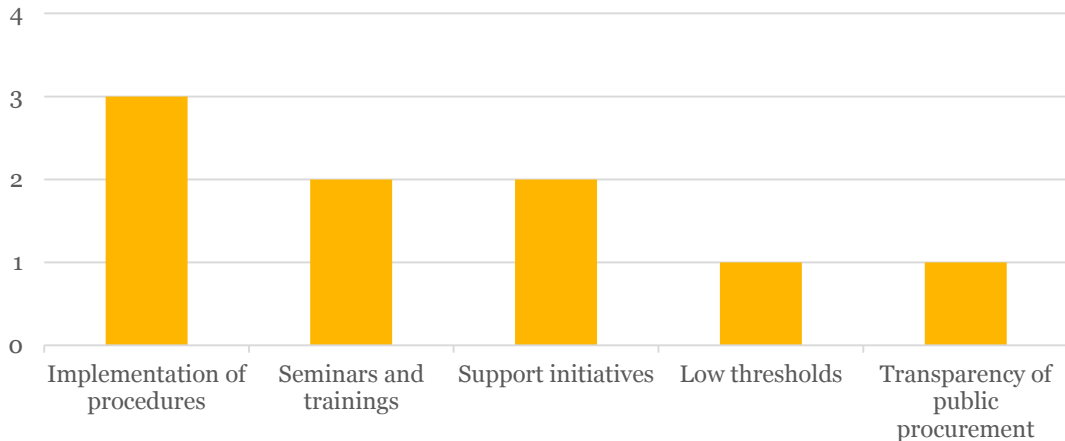
Implementation of procedures

- **Bulgaria**: A procedure for the procurement of low value contracts is introduced, which is planned to facilitate SME participation.

- **Spain**: SME facilitation for accessing e-Invoicing programs is provided for free.

- **United Kingdom**: The central government helps SMEs obtain supply chain finance and moves the focus towards e-Invoicing and its role in supply chain finance marketplaces to secure funds for small suppliers.

Seminars and trainings

- **Czech Republic**: The Chamber of Commerce is organising seminars for SMEs and promoting use of e-Procurement.

- **Lithuania**: The Ministry of Economy, Public Procurement Office and municipalities organised trainings on e-Procurement to facilitate SME participation.

Support initiatives

- **Denmark**: The udbud.dk offers a feature to support SMEs in findings partners for joint ventures and to bid for public tasks.

- **Italy**: Initiative '*Sportelli in Rete'* in collaboration with national industry associations to support enterprises, in particular SMEs to disseminate information about the Program for the Rationalisation of Public Expenditures and e-Procurement tools.

Low thresholds

- **Estonia**: 99% of Estonian companies are assumed to be SMEs and there is no SME inclusion problem; low thresholds can facilitate SME access.

Transparency of public procurement

- **Latvia**: The factors cited for SME inclusion are transparency of public procurement and growing volume contracted through the catalogue.

SMEs are a major factor of growth, innovation and employment but they are underrepresented in public procurement. Improving SME inclusion would be beneficial to public finance and the economy. e-Procurement can potentially improve or worsen SME inclusion in public procurement. It is therefore important to provide facilities for SMEs in the form of trainings, seminars, organisations of call for tenders (easier access to lowered value lots) and free use of e-Procurement platforms.

Central Purchasing Body (CPB) as a best practice to increase e-Procurement uptake

A Central Purchasing Body is defined in the Directive 2014/24/EU as '*a contracting authority providing centralised purchasing activities and, possibly, ancillary purchasing activities.*'

By centralised purchasing activities, it is meant '*activities conducted on a permanent basis, in one of the following forms:*
- *acquisition of supplies and/or services intended for contracting authorities; and*
- *award of public contracts or the conclusion of framework agreements for works, supplies or services intended for contracting authorities.*'

By ancillary purchasing activities, it is meant '*activities consisting in the provision of support to purchasing activities, in particular in the following forms:*
- *technical infrastructure enabling contracting authorities to award public contracts or to conclude framework agreements for works, supplies or services;*
- *advice on the conduct or design of public procurement procedures;*
- *preparation and management of procurement procedures on behalf and for the account of the contracting authority concerned.*

EU Member States may prescribe such activities to contracting authorities, but it is therefore not mandatory to establish CPBs.

In view of the large volumes purchased, CPBs help increase competition and streamline public purchasing. However, the large volumes handled by central purchasing bodies also imply that the return on investment in an e-Procurement system is larger for CPBs than for smaller, individual contracting authorities.

Indeed, e-Procurement systems are highly scalable, but the costs of setting up an e-Procurement platform are not directly proportional to the number of procedures ran on that platform. For example, such remark was made by Luxembourg, where the investment needed for the platform was similar to e.g. France, despite the fact that France had far more contracting authorities than Luxembourg. Therefore, in Luxemburg, compared to other larger Member States, the return on investment is lower. Consequently, by centralising purchases from multiple contracting authorities, CPBs increase the return on investment in a particular e-Procurement platform.

Together with the higher professionalization of the procurement function in CPBs, this means that the presence of a Central Purchasing Body has a positive effect on the uptake of e-Procurement. In the context of this study, CPBs have been found to invest more heavily in tools for framework contracts and post-award procurement such as e-Ordering.

To summarise, CPBs facilitate the uptake of e-Procurement, in particular for small contracting authorities for which the investment and technical aspects of e-Procurement could otherwise prove prohibitive.

Considering that the competition effect combined with larger volumes was already clearly identified in 2004[27], many countries have already set up a CPB. A non-exhaustive census of central purchasing bodies reported by Members States during our study is listed below:

- **Austria**: In Austria, the Bundesbeschaffung (BBG) – the Federal Procurement Agency, acts a Central Purchasing Body.

- **Bulgaria**: The Ministry of Finance in Bulgaria acts as a Central Purchasing Body for the central administration and coordinates the policy and regulation related to e-Invoicing.

- **Croatia**: The Central Purchasing Body of Croatia (http://www.sredisnjanabava.hr) covers 17 types of goods and services.

- **Finland**: In Finland, the HILMA platform contains contract notice and award information. Hansel Ltd serves as the Central Purchasing Body for the Finnish central government.

- **Hungary**: Hungary has a public procurement platform (www.kozbeszerzes.gov.hu) and a Central Purchasing Body, which carries out specific purchases and framework contracts for the central government.

- **Italy**: Consip is a company owned by the Italian Ministry of Economy and Finance and acts as the national Central Purchasing Body. It has implemented the Program for Public Spending Rationalisation, and cooperates with the Regions and Authority for the Supervision of Public Contracts (AVCP).

- **Latvia**: The Central Purchasing Body of Latvia provides a catalogue of supplies for all contracting authorities.

- **Lithuania**: The goal of the Central Purchasing Body (CPO LT) in Lithuania is to ensure the rational use of public funds and administrative resources through public procurement.

- **Malta**: The Department of Contracts in Malta acts as a Central Purchasing Body when managing and carrying out the purchases on behalf of other contracting authorities.

- **Sweden**: Sweden has a Central Purchasing Body focusing on regional and local levels.

- **United Kingdom**: In the United Kingdom, the Crown Commercial Service leads the procurement policy and is the key central government Central Purchasing Body.

In some countries, regulations may even promote the use of CPBs. For example, in Italy, contracting authorities must offer a justification if they procure themselves goods or services that are normally covered by the Central Purchasing Body. This non-constraining measure has proven to be very effective in Italy for promoting the use of CPB 'Consip'.

TED eSender as a mean to encode notices only once

All public tenders above the EU threshold must be published in the Supplement to the Official Journal of the European Union, which is available exclusively in electronic format and is accessible on the TED website, free of charge.

The **TED eSenders** service allows qualified organisations to send notices in XML format directly via email or web services. To become an eSender one has to go through a qualification procedure. Typical eSenders include national Official Journals, awarding authorities sending a large number of

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[27] Mentioned in Directive 2004/18/EC.

electronic notices (i.e. more than 50 notices per year), public or private bodies acting on behalf of contracting authorities as well as eProcurement software developers.

A number of Member States are already using this service[28]. For example, ANKÖ in Austria, BOAMP.fr in France and TenderNed in the Netherlands are eSenders that automatically forward prior information notices and contract award notices from their platforms to TED. By having a national e-Notification platform that is eSender, contracting authorities can encode and send their notices **only once** to their national platform. If the notice was encoded in the national platform using a structured format, the notice can be automatically transmitted to TED. Without the TED eSenders service, a notice could need to be encoded once in the national e-Notification platform and a second time in TED.

By using the eSenders service, the notices are transmitted in a machine-readable structured format, which means that the notices do not have to be re-encoded manually. This increases efficiency and allows reduced publication delays, reduced risk of human errors, faster validation and automation of the publication process.

Reported practices simplifying e-Procurement for economic operators

One-stop shop portal as a user-friendly access to e-Procurement information

Having a one-stop shop portal or at least a single point of access to e-Procurement related information in the country is a significant factor for reaping all the benefits of e-Procurement.

This practice is particularly relevant for large countries and countries where contracting authorities are free to select any e-Procurement platform on the market. While in this case the multitude of platforms creates positive competition and drives technological innovation, it can also lead to fragmentation of information with regard to public procurement.

Transparency and accessibility of information can be ensured by centralising all public procurement information in a one-stop shop portal. While platforms run by a central government for all contracting authorities (e.g. as in Estonia or Slovakia) obviously centralise all information, a one-stop shop portal could also aggregate data from different e-Procurement platforms. Hence, one-stop shops are not in contradiction with policies that allow contracting authorities to select their own e-Procurement platform but it would require some maturity in terms of interoperability and interfaces to the one-stop-shop portal.

One-stop-shop portals offer single points of access to procurement information. As such, they increase visibility for business opportunities, which consequently leads to more competition and better prices for contracting authorities.

One-stop-shop portals with a large audience also contribute to the equal treatment of participants to public procurement. Actually, if the availability of information were limited, it stands to reason that local economic operators or economic operators who previously worked for the contracting authority would have been better informed than others.

The map below represents the **20 countries where one-stop-shop portals exist**. In 8 countries (Austria, Belgium, Denmark, France, Germany, Spain, Sweden, and the United Kingdom) such portals do not exist.

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[28] Please see a list of TED eSenders provided, for information purposes, by the Information System for Public Procurement (SIMAP): http://simap.ted.europa.eu/en/web/simap/list-of-ted-esenders.

One-stop-shop portal

Key: Available / Not available
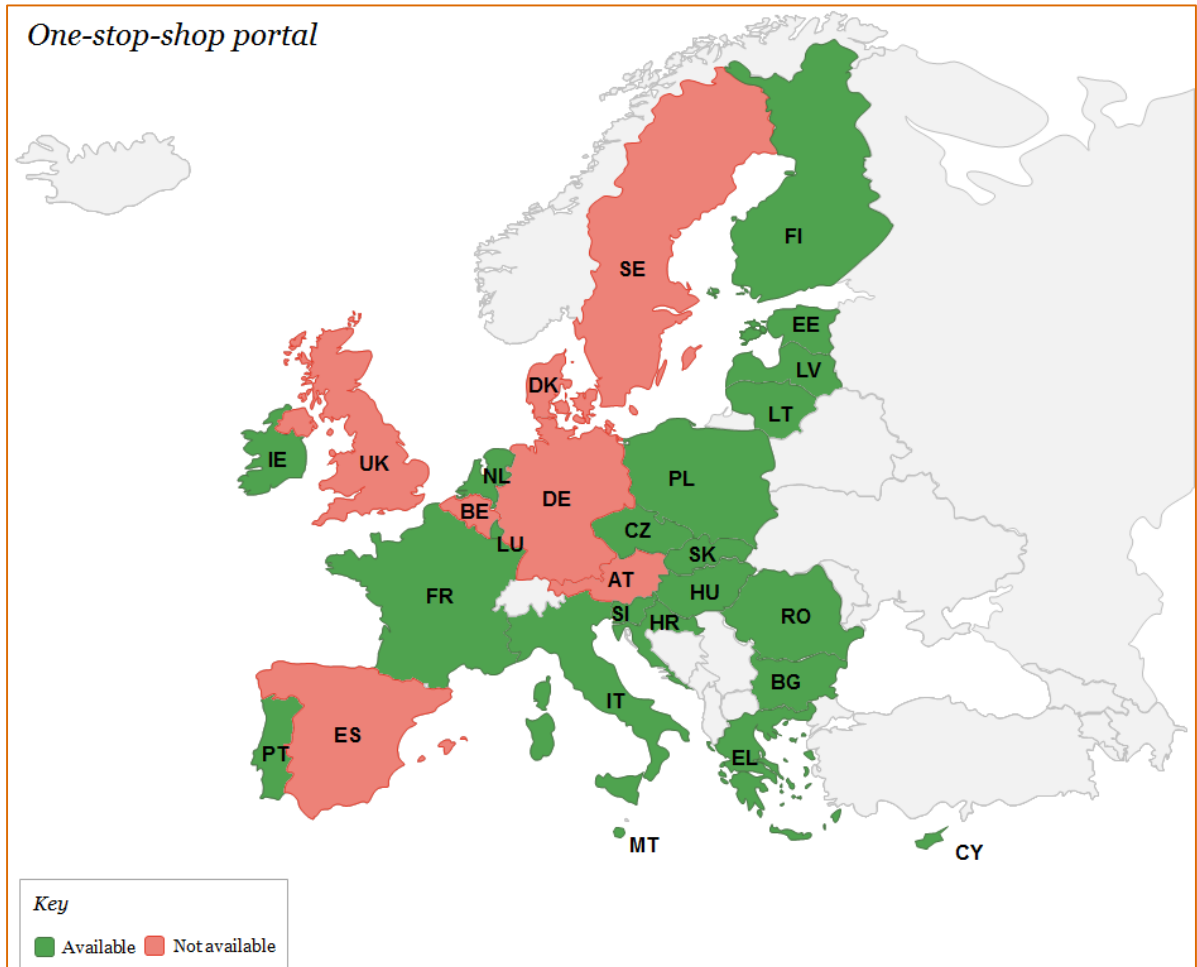
While one-stop-shop portals are already quite widespread, several of these portals centralise only e-Notices with information about where the tender specifications can be obtained. This is for example the case for the INCM portal from Portugal, BOAMP.fr from France, and HILMA from Finland.

National e-Notification one-stop shops are not without merit because they also group notices below the EU threshold, in particular when there is a lower national threshold like in Finland. However, most of the information they provide can also be found on TED by performing a search by country. Therefore, the one-stop-shop good practice is really to provide a single point of access for notices and tender specifications (e-Access) to anonymous users (without the need to register).

Platform access and availability of information in English to facilitate the use by public users

Based on the data collected from the Member States and desk research, we provided qualitative assessments. One of the analyses included a 'mystery shopping[29]' exercise conducted on one of the main platforms in each of the Member States in order to evaluate whether notices and documents can be accessed publicly.

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[29] Mystery shopping refers to a method that uses Mystery Shoppers who are trained and briefed to observe, experience and measure a (public service) process against a detailed, objective evaluation checklist by acting as a prospective user.

The availability of information greatly influences the transparency of the procurement process. If all information is available without restrictions, economic operators will also have more confidence in the electronic process, which could help them to make the change towards electronic submission. In addition, the availability of the information in English, at least for the interface of the platform, greatly facilitates cross-border tendering[30]. On the other hand, the availability of information could be restricted by forcing economic operators to register or pay for some or all features of the platform (e.g. the search functionality). The analysis below presents how and to what extend this is the case in the main platforms in each Member State.

Our mystery shopping analysis indicated that most platforms provide additional information and documentation when contracting authorities or economic operators register in the system. **Platforms of 25 Member States offer users the ability to browse and search for e-Notices**, while **platforms of 21 Member States provide access to related documentation**. Concerning the platforms of 3 countries (Poland, Romania and Sweden), users are not able to search for e-Notices or any other documentation related to e-Procurement. In 4 Member States (Austria, Bulgaria, Latvia and Malta), the platforms provide registration-free access to e-Notices, but not to any additional documentation.

The table below presents the results of our mystery shopping analysis in the Members States.

Table 12: 'Mystery shopping' test in selected platforms for e-Access in the Member States

MS	Name of the platform	Type of platform	Registration-free access			Registration in English	Free of charge for CA	Free of charge for EO (public)
			Platform	Search for e-Notices	Related documents			
AT	PEP-ONLINE	National platform and several centralised national platforms	✔	✔	🔴	✔	✔	🔴
BE	BDA Freemarkt	National centralised portal that can be used by all levels of government	✔	✔	✔	✔	✔	✔
BG	Public Procurement Agency (AOP)	Centralised portal and platform that allows e-Notification and has an e-Sender functionality above EU threshold (to TED)	⚪	✔	🔴	✔	✔	✔
HR	EOJN	National centralised platform	✔	✔	🔴	✔	🔴	✔
CY	CEPROC	Centralised procurement platform	✔	✔	✔	✔	✔	✔
CZ	Portal-vz	No centralised e-Procurement platform, but plan to implement the National Electronic Tool (NEN) from January 2015, which will enable end-to-end procurement	✔	✔	🔴	🔴	✔	✔
DK	UDBUD	National centralised portal, several private platforms exist	✔	✔	✔	🔴	🟢	✔
EE	Riigihanked.riik	There is only one platform which is managed by the government and serves as a one-stop-shop	✔	✔	✔	🔴	✔	✔
FI	Hankintailmoitukset	National centralised platform	✔	✔	🔴	🔴	✔	✔

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[30] e-Procurement Golden Book of Good Practice, Practice 7: Platforms support English in addition to the official language(s) of the member state(s) where they operate.

MS	Name of the platform	Type of platform	Registration-free access			Registration in English	Free of charge for CA	Free of charge for EO (public)
			Platform	Search for e-Notices	Related documents			
FR	BOAMP PLACE	National centralised platform for e-Notification PLACE centralises all public procurement for ministries and governmental bodies	✔	✔	✔	✔	✔	✔
DE	BUND eVergabe	BUND: Centralised portal for e-Notification eVergabe: secure electronic tendering system which is a primary, centralised platform for procurements at national and federal level	✔	✔	🔴	✔	✔	✔
EL	ESIDIS/Promitheus	Centralised platform for all electronic procurement	✔	✔	✔	🔴	✔	✔
HU	KBA	Registration through the KBEJ (central sign-in) module, and publication of notices using EHR (Electronic System of Notices) in the national Public Procurement Journal (Közbeszerzési Értesítő)	✔	✔	✔	🔴	✔	✔
IE	ETENDERS	National centralised platform	✔	✔	✔	✔	✔	✔
IT	Acquistinrete.it	Central national platform	✔	✔	✔	🔴	✔	✔
LV	State Regional Development Agency	Central purchasing body	✔	✔	🔴	🔴	✔	✔
LT	CVP-IS	One-stop-shop Central Procurement Office portal	🔴	🔴	🔴	🔴	✔	✔
LU	Portail des marchés publics	One-stop-shop for public procurement	✔	✔	✔	🔴	✔	✔
MT	EPPS	Centralised platform that acts as a one-stop-shop portal	✔	✔	✔	✔	✔	✔
NL	TenderNED	TenderNed is used for the publication of e-Notification since 2011 and e-Submission since 2012	✔	✔	✔	🔴	🔴	✔
PL	Public Procurement Bulletin	Centralised portal	🔴	🔴	🔴	🔴	✔	✔
PT	INCM, BASE	The INCM (the official journal) portal is the "stop-shop" portal for the contract notices and communicates the information automatically to the BASE portal	✔	✔	✔	🔴	✔	⚪
RO	SEAP, e-Licitatie	Public utility system	🔴	🔴	🔴	✔	🔴	✔
SK	Journal for Public Procurement	Centralised portal	✔	✔	✔	✔	✔	✔
SI	Narocanje	Centralised portal	✔	✔	✔	🔴	✔	✔
ES	Contratación del Estado	Centralised national platform	✔	✔	✔	✔	✔	✔
SE	National Procurement Services	Decentralised platforms	✔	🔴	🔴	🔴	🔴	✔
UK	Crown Commercial Service	Centralised commercial and procurement services for the Government and the public sector	✔	✔	✔	✔	✔	✔

Legend: ✔ Yes   🔴 No   ⚪ No information

For 15 countries, the platforms do not seem to be configured to serve users that are not familiar with the country's language. Apart from the United Kingdom, **12 countries provide users with the possibility to register in English** (Austria, Belgium, Bulgaria, Croatia, Cyprus, France, Germany, Ireland, Malta, Romania, Slovakia and Spain). In the case of the Croatian and German platforms, the user is able to log in the platform in English but the information remains displayed in the local language.

Through desk research, we noted that **13 countries provide English translations** of the legislations related to e-Procurement (Bulgaria, Croatia, the Czech Republic, Estonia, Finland, Germany, Ireland, Latvia, Malta, Poland, Slovakia, Slovenia and the United Kingdom). In 3 other countries (Cyprus, Hungary and Romania), only part of the legislations related to e-Procurement is available in English. In the case of Cyprus, Hungary, Finland, Poland and Slovakia, the translations are marked as unofficial and serve for information purposes only. Only the original text of the laws is considered to be authentic. Please refer to annex 'Availability of English translations of legislations' for the detailed overview.

Dynamic Purchasing System (DPS) as a best practice to increase e-Procurement uptake

A dynamic purchasing system (DPS) is defined in Directive 2014/24/EU under Article 34 as follows: *'For commonly used purchases the characteristics of which, as generally available on the market, meet the requirements of the contracting authorities, contracting authorities may use a dynamic purchasing system. The dynamic purchasing system shall be operated as a completely electronic process, and shall be open throughout the period of validity of the purchasing system to any economic operator that satisfies the selection criteria. It may be divided into categories of products, works or services that are objectively defined on the basis of characteristics of the procurement to be undertaken under the category concerned. Such characteristics may include reference to the maximum allowable size of the subsequent specific contracts or to a specific geographic area in which subsequent specific contracts will be performed.'*

In order to procure under a dynamic purchasing system, contracting authorities shall follow the rules of the restricted procedure. All the candidates satisfying the selection criteria shall be admitted to the system, and the number of candidates to be admitted to the system shall not be limited. Where contracting authorities have divided the system into categories of products, works or services, they shall specify the applicable selection criteria for each category. The minimum time limit for requests to participate is 30 days. Once invited to participate, economic operators have 10 days to submit their tender. The contract will be awarded to the tenderer that submitted the best tender on the basis of the award criteria set out in the contract notice or in the invitation to participate.

The advantages of a dynamic purchasing system for contracting authorities and economic operators are related to the flexibility such a system allows. This fully digitalised process allows the offers to be improved and provides flexibility in meeting the specific requirements of individual contracting authorities. Furthermore, the market is permanently open throughout the duration of the tender and allows the entry of new suppliers and a dynamic participation process. Overall, DPS ensures maximum competition, transparency and equal treatment.

The list below presents the countries which reported such practice. Note that this list may be non-exhaustive.

- **Austria**: When using the dynamic purchasing system and e-Auctions in Austria, e-Submission is mandatory.
- **Italy**: The use of the dynamic purchase system in Italy is supported by the e-Procurement platform operated by the national central purchasing body Consip.
- **Lithuania**: In Lithuania, the dynamic purchasing system is allowed to be used for public procurements.
- **Malta:** The use of the e-Catalogue in Malta is mainly indicated in conjunction with the dynamic purchasing system.
- **Poland:** In Poland, a dynamic purchasing system is made available.

- **Romania**: The dynamic purchasing system in Romania is mainly used for the purchase of daily consumer products to meet the needs of the contracting authority.
- **Slovenia:** In Slovenia, e-Submission is allowed and available for dynamic purchasing procedures only.

In conclusion, dynamic purchasing system is available in at least 7 countries, often in combination with other practices such as e-Auction or e-Catalogue. Considering that DPS is applicable for a limited number of procedures, the availability of DPS is relatively high. Such uptake could be considered as a consequence of the clear benefits linked with DPS.

Not obliging the use of e-Signature for e-Procurement procedures

The EU legislation does not require the use of e-Signatures when using e-Procurement. However, those Member States that wish to allow or oblige contracting authorities to use e-Signatures for some or all procedures can do so. **18 Member States reported that e-Signatures are required** in at least a part of the e-Procurement procedure, as shown in the map below.

e-Signature can be both a facilitator and a barrier. It makes public procurement simpler, and reduces the length of the procedure and related costs for contracting authorities. At the same time, limitations might arise when using an e-Signature becomes mandatory and not optional. Obtaining digital certificates for authentication in the system and for document signing might be so burdensome, especially for SMEs and foreign companies, that it can outweigh the benefits of e-Signature.

Harmonization has been the main focus of e-Signature initiatives from the European Commission. An open source software was developed for e-Signature creation and validation that Member States can use at national level under the ISA programme Action 1.9 for the interoperability of public services in Europe. In addition, as the process of acquiring a digital certificate can be a costly, lengthy and in general bureaucratic procedure (e.g. in Germany and Portugal), the European legislation provides for the mutual recognition of electronic signatures with a qualified certificate, based on a similar approach as the one defined in the Services Directive (Trusted List).

e-Signature

Key
Mandatory | Partially mandatory | Not mandatory | No information
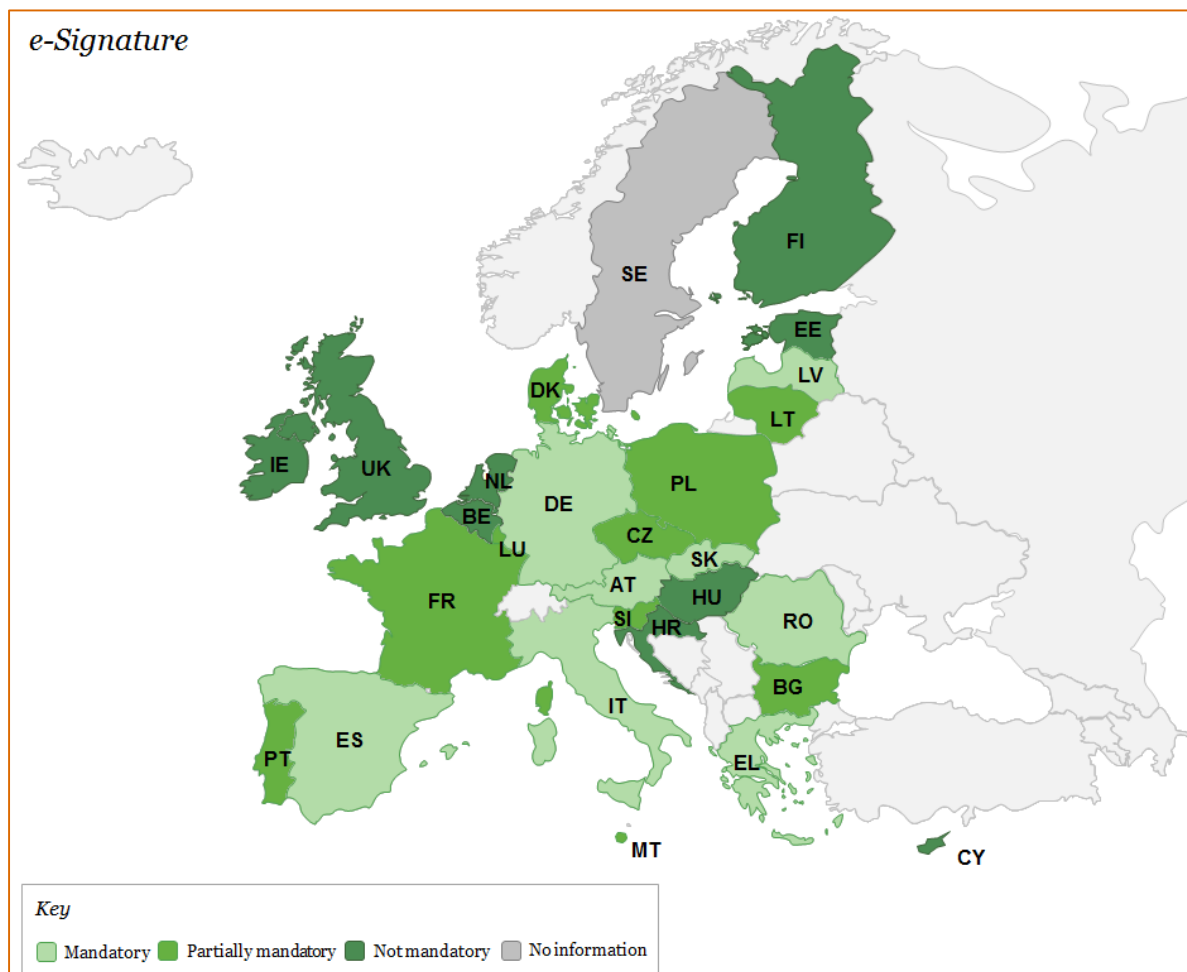
Fully mandatory:

- **Austria:** e-Signature is mandatory for offers or any other document submitted electronically in relation to the evaluation of the offer. The PEP-Online and ANKÖ platforms require digital signatures.

- **Germany**: The German e-Signature is mandatory for all economic operators.

- **Greece**: In Greece, all tender related documents that are submitted electronically by economic operators or published by contracting authorities must be digitally signed.

- **Italy**: The use of e-Signature in Italy is required for signing e-Procurement documents.

- **Latvia**: e-Signature is one of the core building blocks in Latvia. It is used for the e-Catalogue authentication.

- **Romania**: The contracting authorities and economic operators must register with SEAP every two years and pay a fee to receive a digital certificate in order to be able to authenticate in the system and sign documents.

- **Slovakia**: Tenders must be provided with electronic signatures in accordance with a special regulation in Slovakia.

- **Spain**: The e-Procurement platforms require qualified signature for interactive transactions. Spanish enterprises can use the national digital signature (DNIe), but also other certificates supported by @Firma services.

Partially mandatory:

- **Bulgaria:** Certified and qualified digital signatures are used. The national portal requires the use of a qualified electronic signature for some of the functionalities (for example e-Sender).

- **Czech Republic**: In general e-Signature is not mandatory, but in some cases, e.g. for e-Submission, it is an obligatory practice.

- **Denmark**: All economic operators are obliged to use a qualified digital signature for e-Submission. For e-Invoicing, no e-Signature is required but the Danish NemID is used to encrypt the communication.

- **France**: Legally e-Signature is not mandatory, but it is required for certain platforms.

- **Lithuania**: The contracting authorities must require a qualified digital signature for e-Submission through the Central Public Procurement Information System (CVP IS).

- **Luxembourg**: In Luxembourg, the use of e-Signature is mandatory for e-Submission. LuxTrust is a certification organism.

- **Malta**: Foreign companies can register in the platform without the need for a specific certificate, but the Maltese companies need to register through the e-ID framework.

- **Poland**: There are 5 accredited companies that provide e-Signature systems. The platform Eektroniczn Skrzynka Podawcza allows the use of e-Signature, which is mandatory for electronic submissions by e-mail and is used for appellation.

- **Portugal**: The use of e-ID cards or qualified signatures is required for e-Submission in Portugal.

- **Slovenia**: A digital certificate is mandatory for e-Auction, e-Submission and e-Dossier. Obtaining the certificate is simple and the procedure is the same for both Slovenian and foreign users.

Overall, 8 Member States have made e-Signature mandatory and 10 Member States partially mandatory. It is interesting to note that the latter group has mainly obliged e-Signature for the e-Submission process; this is the case in 7 out of 10 Member States (the Czech Republic, Denmark, Lithuania, Luxembourg, Poland, Portugal and Slovenia). This would tend to confirm that the benefits of e-Signature (i.e. authenticity of origin and non-repudiation of tenders) are realised mainly at the level of e-Submission, whereas the disadvantages (i.e. technical barrier and burden for SMEs) outweigh the benefits at the level of e-Notification or e-Access.

Recommendations

This last Chapter presents recommendations to improve e-Procurement monitoring in Europe. In this sense, it complements the previous chapter on good practices which essentially provides insights to help with the transition towards e-Procurement and e-Invoicing. The recommendations proposed in this chapter are linked to the challenges faced in the context of this study, described in the section on Study constraints. The recommendations below have been distinguished for the European Commission and Member States.

Harmonised set of definitions and indicators

The foremost challenge was surely the lack of common definitions and indicators which prevented meaningful straight comparisons between countries and more sophisticated statistical analysis.

Given the current lack of common definitions and available indicators, we do consider that there is a clear opportunity for the European Commission to set up a consensus on e-Procurement definitions and indicators. This would contribute to establishing the foundation of a consistent and harmonised national framework for Member States.

The Public Sector Information (PSI) Directive 2003/98/EC[31] and an amending Directive 2013/37/EU[32] promote the re-use of information held by the public sector bodies and sets guiding principles of public sector information availability. Therefore, electronic public procurement data and related information need to be treated and considered accordingly.

The definition of indicators and the monitoring of e-Procurement practices show significant diversity even among those countries that collect data. In general, it has also been observed that there is a lack of common definitions and consensus on all e-Procurement related terminology which can cause difficulties for monitoring and even at the level of policy-making.

Furthermore, it is important to stress the need for a harmonised data collection process also due to the fact that the EU legislation has made the e-Procurement procedures (e-Notification, e-Access, e-Submission and e-Invoicing) mandatory over time. The Member States should monitor whether the implementing measures are actually enforcing such obligation, since otherwise it is possible that *de facto* e-Procurement is not mandatory, e.g. in Luxembourg e-Access is mandatory, but there is no penalty for contracting authorities that deviate from the mandatory rule and thus its uptake in 2013 was only 27%.

Given this, the European Commission could launch a working group to create consensus on definitions and propose a consistent set of clearly-defined indicators. This working group would leverage on the work started by ISA action 2.11 on e-Procurement monitoring.

On the one hand, this would allow the European Commission to push the monitoring of SME inclusion and cross-border tendering for public procurement in general and for e-Procurement more specifically. This information would allow, for instance, to detecting whether the implementation of e-Procurement has imposed technical barriers such as SMEs are facing difficulties to participate in public procurement.

On the other hand, this would also make it easier for Member States to comply with the PSI Directive. As e-Procurement data needs to be made available upon request from re-users, publishing a comprehensive set of indicators defined by the European Commission would give Member States confidence that they are complying with the requirement to make their data available. In this sense,

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[31] http://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:32003L0098

[32] http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32013L0037

the harmonisation of data collected by Member States is complimentary to the initiatives of DG Connect on Open Data.

Finally, the use of common definitions in national policies and e-Procurement strategies could also contribute to open up and consolidate the market of e-Procurement platforms and service providers which is currently very fragmented[33].

Specific recommendations

For the European Commission

- Promote the **sharing of information** on the basis of open government and open data initiatives.

- Set up a working group to define **common definitions and indicators** for collecting e-Procurement data, especially for SME and cross-border uptake.

- Promote **open information** which is not only available online but is also at least structured and published in a non-proprietary format[34].

For the Member States

- Use the **common definitions** in e-Procurement policies, strategies and monitoring measures.

- Implement key **monitoring indicators** concerning transparency and accessibility of e-Procurement, in particular for SME and cross-border information.

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[33] In the initial phase of the e-Procurement Golden Book study, over 300 platforms had been identified.

[34] See the methodology developed by the Tim Berners-Lee on his suggested 5-star deployment scheme for Open Data; more information can be found: http://5stardata.info/.

European framework for e-Procurement monitoring

While many Member States[35] have replied to the recent public procurement Directives by elaborating a strategy for e-Procurement, only a few countries have set e-Procurement targets beyond what the Directives prescribe.

Consequently, and apart from certain countries like Sweden and Ireland, the large majority of Member States does not formally monitor neither e-Procurement uptake nor its impact on SME inclusion and cross-border economic operators. The data gathered during this study was often extracted directly from e-Procurement platforms and only after our request (i.e. information was not accessible publicly), which tremendously complicated our data analysis.

A successful policy implementation has to go through the actual measurement and monitoring of well-defined targets. In addition, e-Procurement uptake information may require collaboration of actors at different levels; there might be different stakeholders involved even at the central government level. Actually, e-Procurement is a multidisciplinary field where legislative, policy, statistical and technology departments need to cooperate jointly.

The organisational context in countries with more autonomous regions (e.g. Belgium, Germany, the United Kingdom and Spain) creates an extra layer of complexity compared to highly-centralised countries (e.g. Hungary, Croatia). However, even among countries following a centralised approach, we observed significant differences related to the approach such as the presence of dedicated bodies for public private partnerships and concessions (as in Croatia) or a specific procurement authority reporting directly to Parliament (as in Hungary).

Because e-Procurement relates to several areas such as ICT (e.g. broadband), e-Government (e.g. online public services), State reform (e.g. administrative efficiency) at policy level, e-Procurement uptake can be best achieved if implementing a mix of legislative, strategic, statistical and technological measures.

In this respect, the European Commission should continue to encourage a holistic approach for the effective monitoring of public procurement and e-Procurement uptake in line with the European Commission communication COM(2013) 453 on 'End-to-end e-procurement to modernise public administration'.

This could take the form of a methodology framework for (e-)Procurement monitoring which would provide good practices for the elaboration and governance of a comprehensive public procurement strategy. In addition, it could also provide guidance for the aggregation of information from different authority levels and regions, and the optimal granularity level for monitoring and reporting. This framework could be produced, or at least endorsed by the 'Multi-Stakeholders Expert Group on eProcurement' to maximise its uptake by the Member States.

Once harmonised e-Procurement monitoring is in place at the level of Member States, the European Commission, in collaboration with Eurostat, can put in place an infrastructure for reporting and aggregating reliably e-Procurement information. This could be materialised by an (electronic) form in which Member States would provide the values for clearly defined e-Procurement indicators (see previous recommendation). This approach for reporting from Member States to the European Commission is similar to the approach followed by some Member States (i.e. France) to collect procurement information from contracting authorities.

Moreover, using an electronic form to collect information offers the following advantages:

- **Reduced manual interventions:** After a manual quality check, the data could be processed and aggregated automatically.
- **Traceability:** e-Procurement uptake numbers can be traced back reliably to the values

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[35] Refer to the country snapshots for detailed information on each country.

provided by the Member States directly.

- **Scalability:** The same approach could be used to gather and aggregate data directly from regional levels.
- **Cost efficient:** Beyond the initial investment, there will be no more need to run a study every two year to measure the uptake of e-Procurement. In addition, the form could be based on EU Survey[36], a service provided by DG DIGIT.

In order for these advantages to be realised, the following two assumptions must be met:

- **Measurement of clearly defined indicators:** The recommendation on definitions and indicators should be implemented. There cannot be aggregated EU level data on SME inclusion if only a couple of Member States are measuring it in the first place.
- **Coherent monitoring at Member States level**: In order to be comparable, and aggregated reliably, the indicators provided by the Member States should measure the same thing.

Specific recommendations

For the European Commission

- Include monitoring considerations in the e-Procurement strategy and communications, provide concrete implementation guidelines to Member States.
- Set up an infrastructure for the reporting of uptake indicators by the Member States in a structured way.

For the Member States

- Implement the European methodology for procurement and e-Procurement monitoring, in particular for aggregating data from all contracting authorities and government levels.

- Develop a comprehensive strategy for the transition to e-procurement and e-invoicing including objectives and policy targets with target values for key e-Procurement indicators scaled over time.

- Report on e-Procurement uptake levels to the European Commission using the dedicated infrastructure in a timely fashion.

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[36] https://ec.europa.eu/eusurvey/

Identification of remaining barriers for e-Procurement uptake

Barriers for the uptake of e-Procurement, cross-border procurement or the access of SMEs to public procurement need to be removed in order to achieve a European single market for public procurement.

For that purpose, existing hidden barriers and new barriers need clearly to be identified. To this end, we recommend that the European Commission should hold a periodic barrier detection exercise following a bottom-up approach. For example, there are many barriers that persist across various Member States for SME and cross-border procurement uptake in the form of red-tape and other administrative formalities that could be detected by simulating the submission of a tender.

During a similar exercise carried out in this study, it appeared for instance that in Germany a qualified e-Signature is required to submit tenders, but obtaining an e-Signature can be a time-consuming and complicated process (certified translation of documents into German, etc.) for a foreign economic operator. In Belgium, in order to be able to register on the federal e-Procurement platform, an economic operator needs to provide a Belgian unique enterprise number. In Italy, in order to be registered on Consip, the main national e-Procurement platform, the economic operator needs to provide his Italian fiscal registration number (*codice fiscale*), which foreign enterprises are, in theory, able to obtain, but which would require to physically traveling to Italy.

Such an exercise could be made to obtain better insight about the remaining barriers across the e-Procurement platforms in the European Union. By attempting to submit a tender for a sample of calls for tenders, with the perspective of an SME or a foreign economic operator, it would be possible to detect hidden barriers that are in direct contradiction with the freedom to provide services and the non-discrimination principles.

To guide this exercise and provide recommendations on how to tackle the barriers, the assessed platforms could be benchmarked against the guidelines of the Golden Book of e-Procurement Good Practice. For instance, Romania has used the 24 good practices identified in the Golden Book to cross-check what practices are implemented in the current procurement system in comparison to improvements that they are planning under the new SICAP project that aims at facilitating contracting authorities and economic operators in the procurement process.

Therefore, the Golden book could serve as an objective single point of reference for identifying barriers and making recommendations. In addition, this exercise would also generate the necessary information to update, maintain and eventually complete the catalogue of good practices of the Golden Book.

Specific recommendations

For the European Commission

- Conduct a **benchmark evaluation** based on the Golden Book of e-Procurement Good Practices for a sample of calls for tenders to identify and tackle barriers for the uptake of e-Procurement.

For the Member States

- Implement **recommendations** formulated by the European Commission following the benchmark evaluation.

Annexes

Glossary

Table 13: Glossary

Term	Definition
AVCP (Italy)	Authority for the Supervision of Public Contracts
BBG (Austria)	*Bundesbeschaffung* – Federal Procurement
BGN	Bulgarian Lev
BOAMP (France)	*Bulletin officiel des annonces des marchés publics* - Official Bulletin of Publication of Public Procurement Notices
CA	Contracting authority
CPB	Central Purchasing Body
CZK	Czech Koruna
DAE	Digital Agenda for Europe
DPS	Dynamic Purchasing System
EO	Economic operator
B2G	Business to Government
HRK	Croatian Kuna
HUF	Hungarian Forint
IMPIC (Portugal)	*Instituto dos Mercados Públicos, do Imobiliário, e da Construção* - Public Markets, Real Estate and Construction Institute
MEF	Ministry of Economy and Finance
MS	Member State
NEN	National Electronic Tool
OEAP (France)	*L'Observatoire économique de l'achat public* – Economic Observatory of Public Procurement
OGP (Ireland)	Office of Government Procurement
PPO	Public Procurement Office
SEAP (Romania)	*Societatea pentru Excelenta in Administratia Publica* - Society for Excellence in Public Administration
SME	Small and medium-sized enterprises
TED	Tenders Electronic Daily

Member States and country abbreviations

Table 14: Member States and their country abbreviations

Member State	Country abbreviation
Austria	AT
Belgium	BE
Bulgaria	BG
Croatia	HR
Cyprus	CY
The Czech Republic	CZ
Denmark	DK
Estonia	EE
Finland	FI
France	FR
Germany	DE
Greece	EL
Hungary	HU
Ireland	IE
Italy	IT
Latvia	LV
Lithuania	LT
Luxembourg	LU
Malta	MT
The Netherlands	NL
Poland	PL
Portugal	PT
Romania	RO
Slovakia	SK
Slovenia	SI
Spain	ES
Sweden	SE
The United Kingdom	UK

Source: "EU-28 and candidate countries": http://publications.europa.eu/code/pdf/370000en.htm

e-Procurement definitions

e-Procurement refers to the use of electronic communications by public sector organisations when buying supplies and services or tendering public works.

It follows the process of procurement with the following phases: Pre-Award, Post-Award and a Cross-phase, consisting in the core activities detailed below:

- **Pre-Award**: e-Planning/e-Prepare, e-Notification, e-Access, e-Submission, e-Evaluation and e-Award;

- **Post-Award**: e-Catalogue, e-Ordering, e-Invoicing, and e-Payment;

- **Cross phase**: e-Archiving.

Figure 20: The process of e-Procurement
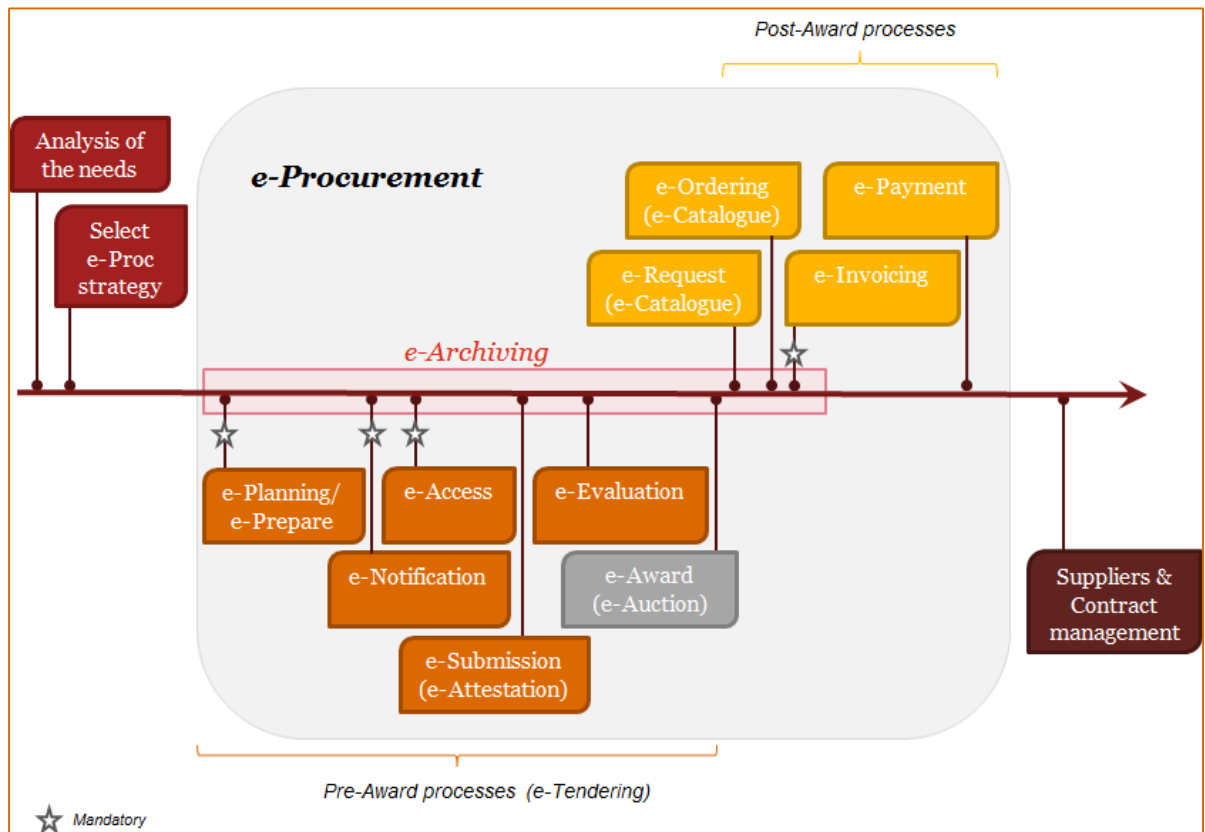
Source: Smarter, Faster, Better eGovernment – 8th eGovernment Benchmark Measurement, Capgemini, 2009. p.22; e-Procurement Golden Book of Good Practice – prepared for DG GROW under contract reference MARKT/2011/097/C4/OP LOT2, 2013. p. 5.

Table 15: Procurement process definitions

e-Procurement	e-Procurement refers to the use of electronic communications and transaction processing by government institutions and other public sector organisations when buying supplies and services or tendering public works.	
Pre-Award Phases (e-Tendering)	e-Planning/ e-Prepare	The online submission of the planning and milestones and electronic tracking of the achievements.
	e-Notification	The official publication of notices, such as prior information notices, contract notices or contract award notices, on the web platforms.
	e-Access	The publication of all necessary documents pertaining to the procurement on the web, making them available for download. This relates only to general documents, and not to documents that a specific Economic Operator may require (electronic attestations and certificates, e.g. tax certificates).
	e-Submission	The process of submitting tenders to public buyers/contracting authorities by electronic means, following what the public buyers/contracting authorities open the tenders received electronically.
	e-Attestations	The use of qualification documents using electronic means, which allows for automation, simplification, transparency or monitoring of supplier qualifications during the qualification and tendering process.
	e-Evaluation	The partial (i.e. decision support) or entire automation of the assessment of tenders. Fully automated assessment is by definition only possible if assessment criteria are entirely quantitative (i.e. it does not require subjective appreciation) and clearly defined.
	e-Awarding	The formalisation and communication of the outcome to the tenderers using electronic means.

	e-Auction	An e-Business between auctioneers (public bodies in this case) and bidders, which takes place on an electronic marketplace. Electronic markets refer to forms of networked business where multiple suppliers (bidders) and customers (public bodies) interact electronically for economic purposes.
Post-Award Phase	*e-Request*	Requests for proposals sent via an online platform. An e-Request is a solicitation, through a bidding process, by electronic means, by a public body interested in procurement of a commodity, service or asset, to potential suppliers/bidders to submit business proposals.
	e-Catalogue	Electronic documents established by suppliers which describe products and services and prices in a structured manner. From a technical perspective, they can take virtually any form, ranging from general text documents (e.g. in PDF or MS Word) or spreadsheets that can be consulted by any human reader, to highly-standardised XML formats which can also be automatically processed in a more systematic and useful manner in certain e-Procurement systems.
	e-Ordering	The placement of orders online (including via the use of e-Catalogues), notifying automatically a supplier of the intention to buy goods, services or works.
	e-Invoicing	The automated process of issuing, sending, receiving and processing invoices and billing data through electronic means.
	e-Payment	Any digital financial payment involving currency transfer between a Contracting Authority and a supplier for a public procurement transaction.
Cross Phases	*e-Archiving*	Online data archiving and access to e-Documents.

Source: D1 – e-Procurement Landscape Report - (MARKT 2011/097/C4/ST/OPLOT1), IDC, 2012. pp.77, 120-127.

Methodology and Approach

This section summarises our understanding of the objectives and scope of this assignment translated into a defined methodology in order to carry on the requested study.

The phases that our methodology covers include:

1. Desk research
2. Consulting relevant stakeholders (e.g. interviews, questionnaire).
3. Data collection and validation
4. Data analysis

Phase 1: Desk research

Taking as a starting point the previous studies that had been elaborated for analysing the uptake of e-Procurement in the Member States, the first phase of this study consisted in conducting a desk research. Desk research whose main aim was to find out the current state of e-Procurement phases subject of this analysis (e-Notification, e-Access, e-Submission and e-Invoicing). However, although these are the main targeted phases, this study also aims at providing a global overview of e-Procurement implementation (as an end-to-end process) as well as analysing the roadmaps and incoming strategies/projects for its evolution and pointing out the most relevant best practices identified.

Desk research has been based on analysing the documentation of the main e-Procurement platforms of each country as well as their legislation and digital strategies for evolution of these processes.

The desk research phase has been practically developed in two stages or sub-phases:

- The first one, by which the first outcome of the research has been used to prepare the initial draft of each 'country snapshot'.

- The second one, developed after the interviews with the MS representatives to further detail and analyse the information and key points provided by them. This sub-phase mainly aimed at providing a complete analytical and 'country snapshot' information and ensuring the validation and quality assurance of gathered data and information.

During the desk research, the following tasks have been carried out:

- Sub-phase 1:

    o A first 'country Snapshot' draft has been developed based on information obtained from public sources.

- Sub-phase 2:

    o After the interviews and feedback from Member States, we have conducted further desk research and have created a '*Knowledge Base*' which is made available on the wiki project. This '*Knowledge Base*' contains records of all sources, and links to pages where country specific information can be obtained.

    o We have checked existing data from other organisations on public procurement and e-Procurement, and contacted them for further information (e.g. Eurostat, OECD, and Billentis).

- We have prepared, based on our desk research, further country specific questions and inquired for clarification by e-mail.

- Concerning the countries with a decentralised approach where the regional e-Procurement uptake is of utmost relevance to obtain a global overview of the uptake, we have prepared for each of these countries (Austria, Belgium, France, Italy, Spain, and the United Kingdom) the '*Draft Country Snapshots*' with further information of the regional status according to the e-Procurement value.

- We have indicated estimated percentages of the uptake for each country and prepared a summary.

Phase 2: Consulting relevant stakeholders

The communication with relevant stakeholders has been planned (*see Communication Plan Report 0.1*) in two stages:

- The first stage consisted in the communication to the MS representatives and developing the interviews concerning the national level. This first stage was carried out ***from May 2014 until September 2014.***

- The second stage consisted in the communication to the MS representatives and developing the interviews concerning the regional level. This second stage was carried out between ***July 2014 and September 2014.***

The development of these activities is detailed in the following table:
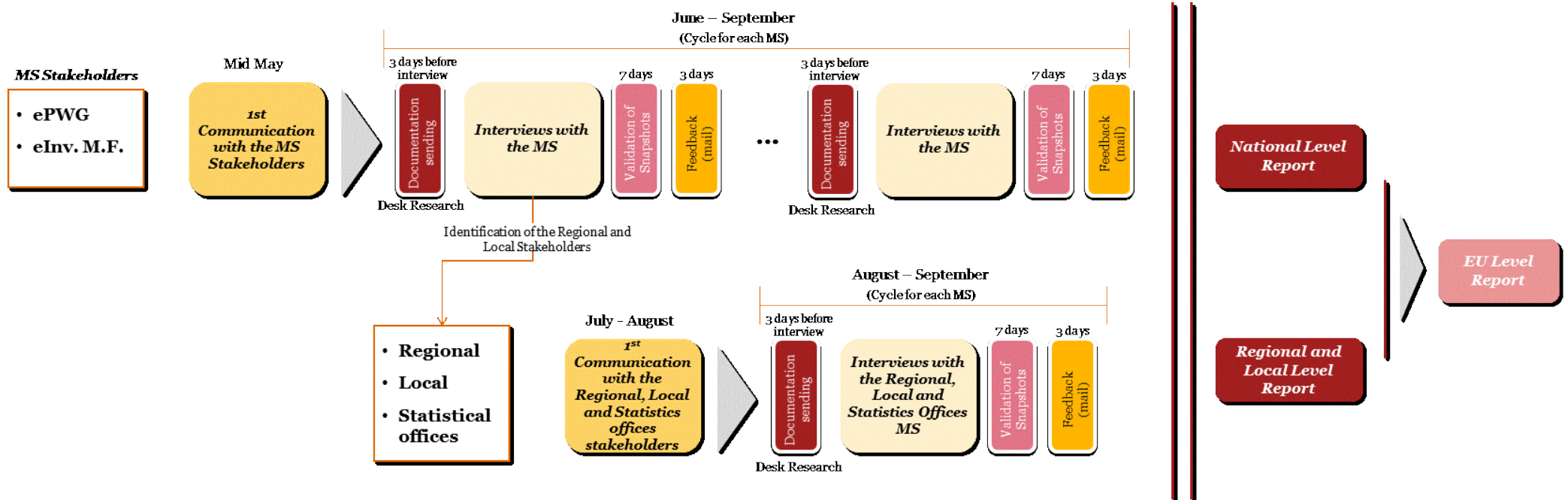
As shown in the chart above:

- The approach for data collection has a main pillar in stakeholder communication and interviews with the **ePWG and e-Invoicing Multistakeholder Group** members. A *standard questionnaire* and *country specific questions* have been prepared in order to cover all areas that are of interest for the study.

- A sound communication plan has been followed and over 200 contacts received e-mail invitation interviews on e-Procurement uptake. By the end of September, over 80 organisations from the 28 Member States were interviewed or provided responses to specific questions by e-mail. The overall response rate to our e-mails was 88%. The key stakeholders in each country were contacted and interviewed. Several organisations have been added to the contact list, as their roles seemed to be relevant for the study.

- Additionally, the **statistical offices** were also contacted for basic public procurement and e-Procurement related statistics.

- Based on recommendations of the Member State representatives, desk research and the European Commission, we have contacted **regional and local levels** in the selected countries.

- We have sent out **follow-up e-mails and desk research results,** and 'draft country sheets' (in a spreadsheet) prior and after the interviews.

Phase 3: Data collection and validation

After the Communication phase, the ***Data Validation*** was carried out and executed in October-November.

- The outcomes derived from the desk research and communication phases have been sent for validation to the MS representatives. A pdf document with the 'country snapshot' has been sent for review and validation.

- The final 'country snapshots' have been shared with the Member States and feedback has been received from all of them.

- In the beginning of March, the members of ePWG and e-Invoicing Multistakeholder Group were presented with the results of the study and had the opportunity to share their comments on the final country snapshots.

The contact list with updated e-mail addresses is available on the internal wiki project '*Updated Stakeholder contact list*'. In addition, a follow-up table on '*Reporting on interviews*' is also uploaded. This ensures that we keep record of new stakeholders and communication status with them.

Phase 4: Analysis

As part of the study, we have identified potential correlations and relationships in order to raise targeted questions and collect information in a structured manner.

During ***Phase 1*** of the analysis:

- We have gathered available statistics in *spreadsheets* which we used for analysing available data and identifying missing information. Based on what has been gathered, we prepared

alternative graphs, to be able to present information on e-Procurement. This can be shared online with the European Commission at the time of final reporting.

- We have prepared an '*EU BOOK*', which summarises all relevant information that we could obtain about the countries (e.g. legal, policy, statistical, technical) and this information has been represented in maps for a better understanding. This serves as an input for our analysis and will be further updated.

- As an initial result of our analysis, we presented alternatives in this report for both the EU level and the Member State level information.

Phase 2 aimed at providing detailed analysis and quality assurance for the 'Country Snapshots' that can feed to the EU level analysis and aggregation.

The objective of this section is to assess the e-Procurement ecosystem implemented in the European countries. The purpose of the phase is to analyse trends and collected information and aggregate those at EU level. The results are based on desk research and responses gathered during the interviews with the respective Member States (based on a defined questionnaire *refer to standard interview guidance*).

Standard interview guidance

This is the interview guidance that was followed when interviewing each country in order to have a standard view supporting aggregation and comparison efforts. Additional questions have been addressed and correspondence for clarification with the parties took place.

Table 16: Standard interview questionnaire

Strategic context	Describe **key organisations** and their role in e-Procurement. Is there a particular department, unit dedicated to e-Procurement?
	Is there a **national plan/strategy for e-Procurement**? Is there a regional or local plan as well? If yes, how are these are co-ordinated and related?
	How do you decide on which **intervention** is necessary? E.g. regulation, policy or technical solutions. Do you have impact assessments and evaluations performed?
	What are the **key elements** of the strategy? Is there any particular **focus**?
	Does the strategy or plan(s) define **concrete objectives** with **SMART indicators**?
	The policy of the country, including strategy or legal documents cover **transition towards end-to-end procurement**?
	Does the strategy or legal documents **target uptake** in particular? **What is the target and how is it defined**? E.g. by this date x % of e-Submission per type of purchase, above a threshold, with specific authorities?
	Do you **monitor** e-Procurement? Which organisation is gathering data (if any) and what are the key indicators that you are focusing on? E.g. 100% e-Notification or e-Submission uptake?
	If regional or local level is relevant in your case, how do you collect data and measure e-Procurement uptake at national, regional, local level?
	Are you **measuring uptake**? What are your key concerns? What exactly do you measure? Why do you find this information relevant? Does this channel back to your policy cycle?
	What kind of measurement and **indicators** do you use? Is there a responsible organisation, department for monitoring on e-Procurement?
	Do you measure the **benefits** of e-Procurement?
	Are there any **correlations** to mention that you have observed, e.g. mandatory policy contributed to increasing availability; mandatory e-Notification has contributed to increase in number of tenders?

Legal and regulatory framework	Is e-Notification/e-Submission/e-Access/e-Invoicing mandatory?
	Any other services made mandatory or voluntary by law? Inform on **e-Procurement readiness**: e-Notification (above EU threshold published in TED), e-Access to documents, e-Submission and e-Invoicing are available and mandatory at national level (and/or regional and local levels). Include details: for which type of public buyers, above which threshold, for which types of purchases?
	If **mandatory**, is it made mandatory at national and/or regional level? [refer to exact legal documents]
	If mandatory and **close to 100% uptake**, what are the reasons not to reach full e-Procurement? [exceptions]
Dashboard indicators	Do you **measure and collect data** on uptake of e-Procurement? What are the most important data that you can mention?
	Assess in % of total procurement the level of uptake of pre-Award e-Procurement per process (e-Notification, e-Access to documents and e-Submission) and e-Invoicing for 2012 and 2013 (Including usage of dynamic purchasing systems, e-Catalogues and e-Auctions etc., as these are also tools enabling e-Procurement). Are there any correlations that you can highlight or observe?
	Is there **data aggregated at national level** that contains all regional and local data? What are the data collection practices? E.g. threshold.
	Percentage of e-Procurement compared to volume (number of contracts) and value (euros) of total procurement (breakdown below/above EU thresholds and supplies/works/services).
	Assess impact of e-Procurement on the participation of **foreign companies** (cross-border e-Procurement) compared to traditional procurement. Have you noticed higher participation of foreign companies (EU or outside of the EU) since you have introduced some elements of e-Procurement? E.g. since e-Notification is available have you observed an increased participation of companies from abroad?
	Assess impact (number of bidders) of e-Procurement on the **participation of SMEs** in public procurement compared to traditional procurement. Have you noticed higher participation of SMEs (from your country or EU/outside of the EU) since you have introduced some elements of e-Procurement? E.g. Since e-Notification is available have you observed an increased participation of SMEs? Is there any data/survey available in order to assess this? Do you find this kind of information/data to be relevant?
	One-stop-shop portals (at national or regional level) where all procurements published (e-Notification). Is the data collected in these platforms coordinated at national level?

Platforms	**Functionalities of national information systems**, repositories and the data that is collected, e.g. main features and monitoring all procurements.
	Do you have **an integrated monitoring of data**? (Even if there are different platforms?) How do you ensure that? Would you plan to integrate monitoring efforts for data collection related to different platforms?
	Are there any **regional or private platforms**? Is there any cooperation among them? Is there any duplication in data collection? Any specific restrictions (e.g. private platforms) that prevent you from providing more precise estimates and data?
	Is there any cost or indirect cost related to the use of the platforms? Are you applying any specific exception rule from charges related to the use of platforms? Does the policy related to platforms influence the uptake results?
Projects	Are there **any particular projects** that you would like to mention? E.g. any specific standards such as eVergabe, xVergabe or ZUGfeRD in Germany applied and promoted or do you project related to e-Procurement statistical data collection?
	How is **interoperability** ensured among different systems dealing with e-Invoicing? Do you have any projects to ensure interoperability is ensured between the different systems?

Procurement data

Table 17: Overview of estimated total public procurement values in 2012 and 2013 (in million euros)

	2012 European Commission estimation[37]	**2012**[38]	**2013**[38]	Consulting MS[39]	Comments
AT	34,080.00	34,080.00	✕		
BE	51,680.00	51,680.00	✕		
BG	4,330.00	85.90	281.49		Information taken from statistical reports and confirmed by MS.
HR	N/A[40]	5,228.52	5,249.72		Information taken from statistical reports and confirmed by MS.
CY	1,320.00	615.00	853.00		Estimate provided by MS.
CZ	22,530.00	10,508.20	9,661.39		
DK	34,490.00	✕	✕		✕
EE	2,500.00	1,700.00	1,500.00		Information provided by MS.
FI	33,090.00	23,375.87	24,567.48		
FR	299,590.00	✕	✕		✕
DE	385,310.00	27,436.14	✕		
EL	18,890.00	✕	302.50		Information provided by MS.
HU	12,880.00	4,610.40	8,065.08		Information taken from statistical reports and confirmed by MS.
IE	15,850.00	12,000.00	✕		Estimate provided by MS.
IT	161,790.00	131,000.00	130,000.00		Estimate provided by MS.
LV	2,600.00	✕	✕		✕
LT	3,460.00	4,244.50	4,340.30		
LU	5,300.00	✕	✕		✕
MT	710.00	237.86	272.48		Information provided by MS.

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[37] Published by the European Commission, Public Procurement Indicators 2012, released on 12 November 2014.

[38] Information was either acquired through desk research and verified with MS or provided by MS through interviews.

[39] Here we consider a situation where data was provided or referred to by a representative of one of the government bodies that are responsible for e-Procurement in that particular MS.

[40] Croatia is not included in the sample of 2012 since this data was collected concerning EU Member States only, and Croatia joined the EU in 2013.

NL	136,410.00	60,000.00	✕		Information provided by MS.
PL	47,700.00	✕	✕		✕
PT	17,640.00	6,291.71	4,077.55		Information for 2013 taken from: http://www.base.gov.pt/Base/pt/Estatisticas/TabelaValores This information is not yet consolidated, so it can suffer changes. This information is taken from the Base portal; we have estimated to have similar values for e-Procurement and Total Procurement.
RO	15,780.00	10,935.86	9,958.18		Estimate provided by MS.
SK	8,400.00	4,039.17	5,851.06		Data from Annual statistical reports.
SI	4,380.00	2,817.17	3,969.18		
ES	104,780.00	24,045.40	16,741.87		Data for Spain 2013 is incomplete. It will be consolidated all along 2014.
SE	66,190.00	✕	✕		✕
UK	277,920.00	✕	✕		✕

Data sources

Table 18: Summary of data sources used for acquired e-Procurement indicators

Year	Data type	Source
2013	Total volume and value of electronic procurement for the Czech Republic	Published on the website of the Public Procurement and Concessions Office on a yearly basis[41]
2012 & 2013	Total volume of electronic procurement for Estonia	Statistical reports are not published online and were acquired through Member State representatives
2012 & 2013	Total value of electronic procurement for Italy	Published on the website of the National Authority for Anti-Corruption on a yearly and quarterly basis[42]
2012 & 2013	Total volume and value of electronic procurement for Lithuania	Published on the website of the Public Procurement Office on a yearly and quarterly basis[43]
2012 & 2013	Total volume and value of electronic procurement for Malta	Published on the website of the Department of Contracts within the portfolio of the Finance Ministry[44]
2012 & 2013	Total volume and value of electronic procurement for Portugal	Published on the website of the national e-Notification portal (i.e. Base) [45]
2012 & 2013	Total value of electronic procurement for Romania	Statistical reports are not published online and were acquired through Member State representatives
2012 & 2013	Total volume and value of electronic procurement for Slovakia	Published on the website of the Public Procurement Office on a yearly basis[46]
2012 & 2013	Total volume and value of electronic procurement for Spain	Statistical reports are not published online and were acquired through Member State representatives

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[41] Statistics for 2012 may be retrieved from: http://www.portal-vz.cz/getmedia/e9520b2c-62ff-47cc-85f4-a493081bf392/Navrh-Vyrocni-zpravy-o-stavu-verejnych-zakazek.pdf and for 2013 from: http://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/pdf/relazione2013.pdf

[42] Statistics for 2012 may be retrieved from: http://www.avcp.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/pdf/Relazione_2012.pdf and for 2013 from: http://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/pdf/relazione2013.pdf

[43] Annual and quarterly statistics may be retrieved from: http://www.vpt.lt/rtmp8/dtd/index.php?pid=121189211065&lan=LT

[44] Statistics for 2012 may be retrieved from: https://contracts.gov.mt/en/WorkingsGCC/Documents/2012%20Working%20of%20the%20GCC.pdf and for 2013 from: http://contracts.gov.mt/en/WorkingsGCC/Documents/2013%20Working%20of%20the%20GCC.pdf

[45] Statistics for 2012 may be retrieved from: http://www.inci.pt/Portugues/inci/EstudosRelatoriosSectoriais/EstudosRelatrios%20Sectoriais/Rel_Anual_Contratos_Publicos_2012.pdf and for 2013 from: http://www.base.gov.pt/mediaRep/inci/files/base_docs/RelContratosPublicos_2013.pdf

[46] Statistics for 2012 may be retrieved from: http://www.uvo.gov.sk/documents/10157/1571514/EN_statistics_2012.pdf and for 2013 from: http://www.uvo.gov.sk/documents/10157/1571514/EN_stastistics_2013.pdf

Validation country snapshots

Table 19: Overview of the validations made concerning the country snapshots

Country	Validated by (organisation)	Validated by (Person)	Function	Date
AT	Federal Chancellery	Savina Kalanj	Business Legal Affairs	20/11/2014
		Michael Fruhmann	Head of Unit of Federal Chancellery	11/11/2014
BE	Federal Public Service Personnel and Organisation	Mira Ratajczak	Project leader	03/12/2014
		Laura Thomaes	Administrative assistant	01/12/2014
BG	PPA	Sashka Ivanova		10/12/2014
HR	Ministry of Economy	Ivan Palcic	Expert Adviser at Ministry of Economy	30/10/2014
CY	Public Procurement Directorate of the Treasury of the Republic	Philippos Katranis	Project Manager	24/11/2014
CZ	Ministry for Regional Development	Ales Havranek	Expert at the Ministry for Regional Development	06/11/2014
DK	Danish Competition Authority	Jasper Wiegell	Student assistant	18/12/2014
	Agency for Digitisation	Helle Schade-Sorensen	Chief Consultant at the Danish Agency for Digitisation	12/11/2014
EE	Ministry of Finance	Kadri Look	Adviser	11/11/2014
FI	Ministry of Employment and Economy	Markus Ukkola	Senior Government Secretary	30/10/2014
FR	Ministry of Economy and Finance	Samuel Dupont	Product Manager BOAMP	17/11/2014
		Boris Pennaneach	Consultant	27/11/2014
DE[47]	Federal Ministry for Economic Affairs and Energy	Ute Oerztzen Beckervon		16/01/2015

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[47] Note that for Germany, formal comments from the Member State were shared with the research team by the European Commission.

Country	Validated by (organisation)	Validated by (Person)	Function	Date
EL	Ministry of Development and Competitiveness	Apostolos Fratzeskos		17/11/2014
HU	Public Procurement Authority	Nagy Andras	Senior Adviser	26/11/2014
IE	OGP	Tom O'Brien	Assistant Principal Office of Government Procurement	10/11/2014
IT	Consip	Angela Russo	Head of International Cooperation Projects	21/01/2015
	Ministry of Economy and Finance	Salvatore Stanziale	Head of the Directorate of the Information System of Taxation	20/11/2014
LV	State Regional Development Agency	Olegs Filipovics	Director of Electronic Procurement Department	21/11/2014
LT	Public Procurement Office	Evididas Praleika	Head of Department	03/12/2014
	Ministry of Economy	Darius Vedrickas	Chief Specialist	27/01/2014
LU	Public Works Department of the Ministry of Sustainable Development and Infrastructure	Marc Nosbusch	IT Manager	14/11/2014
MT	Ministry of Economy and Investment, Department of Contracts	Cassar Oreste	Director Information Security & Admin.	04/08/2014
NL	Ministry of Interior and Kingdom Relations	Jan Julianus	Senior Policy Adviser	03/11/2014
		Harold Thijssen	Policy Adviser	18/11/2014
PL	Ministry of Economy and Public Procurement Office	Sebastian Christow	Minister's Counsel at the Ministry of Economy	17/11/2014
PT	Ministry of Economy and Employment	Isabel Rosa	Assistant Secretary General	26/09/2014
RO	National Authority for Regulating and Monitoring Public Procurement	Cristina Banu	Senior Adviser	04/12/2014
SK	Public Procurement Office	Andrea Bezakova	Head of Department	12/11/2014
SI	Ministry of Finance	Matjaz Uhan	Head of Department	11/11/2014

Country	Validated by (organisation)	Validated by (Person)	Function	Date
ES	Ministry of Economy and Finance of the Community of Madrid and the Ministry of Industry, Energy and Tourism	Luis Menendez Pacheco	Head of the Technology Resources for Public Procurement	30/10/2014
		Juan de Dios Llorens González	Head of Department	12/11/2014
SE	Swedish Competition Authority	Magnus Matts & Kerstin Wiss Holmdajl	Legal Adviser	21/11/2014
UK	UK Cabinet Office and Scottish Government	Scott Bell	Deputy Director	25/11/2014

Availability of English translations of legislations

Country	Available in English	Link
AT	✕	
BE	✕	
BG	✓	www.mi.government.bg/en/library/public-procurment-act-357-c25-m258-1.html
HR	✓	http://www.javnanabava.hr/userdocsimages/userfiles/file/ZAKONODAVSTVO%20RH/ENGLESKI/ZAKONI/Public%20Procurement%20Act-OG%2090-2011.pdf
CY	✓	http://www.cyprus.gov.cy/portal/portal.nsf/gwp.getGroup?OpenForm&access=0&SectionId=government&CategoryId=Legislations&SelectionId=Laws%20regarding%20public%20procurements&print=0&lang=en
CZ	✓	www.portal-vz.cz/en/Jak-na-zadavani-verejnych-zakazek/Elektronicke-zadavani-verejnych-zakazek/National-Documents
DK	✕	
EE	✓	www.legaltext.ee/et/andmebaas/tekst.asp?loc=text&dok=XXX0005K2&keel=en&pg=1&ptyyp=RT&tyyp=X&query=riigihangete+seadus
FI		www.finlex.fi/fi/laki/kaannokset/2007/en20070348.pdf
FR	✕	
DE	✓	www.gesetze-im-internet.de/englisch_gwb/
EL	✕	
HU	✓	kozbeszerzes.hu/data/documents/2012/11/07/PPA-01-01-2012.pdf
IE	N/A	
IT	✕	
LV	☐	
LT	✓	www.oecd.org/countries/lithuania/39645903.pdf
LU	✕	
MT	✓	www.etenders.gov.mt/epps/cft/downloadInfoItem.do?documentId=1268
NL	✕	

PL	✓	www.uzp.gov.pl/cmsws/page/?F;356
PT	✗	
RO	✓	www.anrmap.ro/sites/default/files/legislatie/legislatie-983.pdf
SK	✓	www.uvo.gov.sk/archiv/download/2010/english/act_fullversion_2010.pdf
SI	✓	www.dkom.si/mma/-/2007100210195957/
ES	✗	
SE	□	
UK	N/A	

Key: ✓ - yes, ✗ - no, □ - no information.

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    Récupéré sur Taxheaven: http://www.taxheaven.gr/laws/law/index/law/621

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