



OpenPEPPOL 9th GA

March 21st, 2018, Brussels, Belgium

Background Document for Voting Item 8

Approval of the 2018 Operational Plan and Budget

Last updated 21 February 2018

OpenPEPPOL AISBL
Rond-point Schuman 6, box 5
1040 Brussels Belgium

Table of Contents

1	Introduction to the Background Document and Voting Item 8	2
2	Operational Plan for the OpenPEPPOL AISBL.....	3
2.1	Retrospective – 2017	3
2.2	Plans for 2018 – General Direction.....	4
3	Operational Plan for the Pre-Award Coordinating Community	6
3.1	Retrospective 2017	6
3.2	Plans for 2018.....	6
4	Operational Plan for the Post-Award Coordinating Community.....	8
4.1	Retrospective 2017	8
4.2	Plans for 2018.....	8
5	Operational Plan for the Transport Infrastructure Coordinating Community.....	9
5.1	Retrospective 2017	9
5.2	Plans for 2018.....	9
6	Budget 2018	10
6.1	Budget Overview	10
6.2	Detailed descriptions, clarifications and comments.	11
7	Voting Item 8 – Approval of the 2018 Operational Plan and Budget	13
7.1	2018 Operational Plan	13
7.2	2018 Budget	15



1 Introduction to the Background Document and Voting Item 8

The 9th OpenPEPPOL AISBL General Assembly gathered 21st of March 2018 in Brussels is kindly requested to approve the OpenPEPPOL AISBL 2018 Operational Plan and Budget. This background document provides the consolidated overview of the:

- Operational Plan for the OpenPEPPOL AISBL (chapter 2 of this document)
- Operational Plan for the Pre-Award Coordinating Community (chapter 3 of this document)
- Operational Plan for the Post-Award Coordinating Community (chapter 4 of this document)
- Operational Plan for the Transport Infrastructure Coordinating Community (chapter 5 of this document)
- Budget 2018 (chapter 6 of this document)
- Voting Item for Approval of the 2018 Operational Plan and Budget (chapter 7 of this document)



2 Operational Plan for the OpenPEPPOL AISBL

2.1 Retrospective – 2017

In 2017, the Secretary General and the Managing Committee have led the Association to a continued growth and represented OpenPEPPOL in a number of conferences and meetings. The number of OpenPEPPOL Members has increased by 55, from 203 at the end of 2016 to 258 at the end of 2017, and the Office of Government Procurement, under the Department of Public Expenditure and Reform in Ireland has been approved as PEPPOL Authority member.

OpenPEPPOL has continued the co-operation with the European Commission (EC) and the CEF (Connecting Europe Facility) Digital team. As a follow-up of the Letter of Understanding (LoU) signed in 2016, the EC and OpenPEPPOL have cooperated on activities to meet the conditions and timeline for a transition from use of the AS2 message exchange protocol to use of the AS4 protocol in the PEPPOL eDelivery Network. OpenPEPPOL has continued the engagement with the European Commission and other institutional stakeholders to ensure the proper placement and representation of the Association in activities of strategic importance in existing and upcoming programs and initiatives, with particular emphasis on the CEF Digital activities. In 2017 OpenPEPPOL has supported its members with information on CEF Digital funding opportunities for implementation of new specifications and upgrades of their services in the domains of eDelivery, eInvoicing and eProcurement. Relating to the European Norm on e-Invoicing and e-Procurement activities is challenging due to CEN Intellectual Property Rights (IPR) policies and the CEN business model. Nevertheless, OpenPEPPOL took a very important step to create a PEPPOL CIUS incorporating the requirements of countries where its members are located, thereby promoting interoperability across borders which, unfortunately, is not guaranteed by just implementing the EN in the ways that CEN foresees, since CEN allows national CIUS specifications which can restrict the EN and therefore cross-border interoperability cannot be predictably guaranteed.

In 2017, OpenPEPPOL signed a Memorandum of Understanding (MoU) with the European Association of Public e-Tendering Platform Providers (EUPLAT). With this agreement, both associations aim to achieve a more effective and efficient implementation of the full spectrum of innovative changes required by the Directive 2014/24/EC on public markets. The MoU signed with the European E-Invoicing Service Providers Association (EESPA) in 2016 has been followed up through joint meetings and efforts to standardise invoice response messages.

Progress has been made in the revision of the PEPPOL Transport Infrastructure Agreement (TIA), and a new set of PEPPOL Agreements is expected to be released for review in 2018.

In 2017, the OpenPEPPOL Managing Committee has followed up on the mandate given by the General Assembly to consider revisions of the Statutes of the Association. The results of this work, that includes a revision of the OpenPEPPOL governance model, will be presented at this 2018 General Assembly. The definition and formulation of the Association's Internal Regulations will be continued in this context.

The operational capability and capacity of the Association, ensuring day-to-day operations and support for the Coordinating Communities and PEPPOL Authorities has been strengthened and further developed in 2017. Automation and implementation of collaboration tools has increased efficiency and traceability in the association. Additional workflows have been implemented in Jira and structured knowledge sharing has been implemented by use of Confluence, starting with the internal collaboration in operations and workgroups, expanding gradually to also include support for collaboration with members. It remains a



goal to facilitate the Members' participation in multiple Coordinating Communities through the alignment of governance processes and routines across Communities.

The expansion into new domains has progressed well in 2017. Within the Pre-Award Coordinating Community, an agreement was made with the e-SENS-project to initiate a transition period in which the community around the e-SENS eTendering pilot was received into OpenPEPPOL. The establishment of a PEPPOL Authority for the eTendering Community has started and is ongoing. On ISO 20022-based payment instructions, Difi has played an incubator role as the PEPPOL Authority. The first live transactions were conducted in December 2017 between the Norwegian Labour and Welfare Administration and their bank DNB. It is expected that handling of ISO 20022-based payment instructions through the PEPPOL eDelivery Network will be scaled up to full production in Q1 2018. All Norwegian central government entities are obliged to use such solutions from January 2019. The PEPPOL eDelivery and ISO 20022 based approach is easily scalable within the Nordic countries, and has the potential to scale also at European level.

2.2 Plans for 2018 – General Direction

The plan for the Secretary General (SG) and the Managing Committee (MC) in 2018 is to continue the institutional role and lead the MC and the AISBL according to statutory requirements. The Secretary General, supported by the Operations Manager and the Managing Committee members, will:

- Represent OpenPEPPOL AISBL and promote PEPPOL specifications, building blocks and services in relevant fora.
- Lead efforts to recruit new Members, with emphasis on the introduction of new PEPPOL Authorities in more countries, leveraging opportunities presented by EU legislation and the need for all Member States and associated countries to implement the revised Public Procurement Directive and the Directive on eInvoicing in Public Procurement.
- Further describe and develop the OpenPEPPOL governance structure within the framework of the revised OpenPEPPOL Statutes as agreed in the 2018 General assembly. It is a goal to have the revised governance structure, including revised Internal Regulations, fully operational from 2019.
- Further describe and develop the concept of PEPPOL Authorities taking on the role as incubators for use of the PEPPOL eDelivery Network in new domains and the responsibility to facilitate growth of PEPPOL outside Europe.
- Assist the Coordinating Communities in further adoption of common routines for collaboration, decision-making, knowledge sharing, and change management, as well as processes for definition, design, development and documentation of PEPPOL specifications and operational policies. As common processes will facilitate Members' participation in multiple Coordinating Communities, making it easier to contribute, follow or combine the sustainability work across communities.
- Continue the engagement with the European Commission and other institutional stakeholders to ensure the proper placement and representation of the Association in activities of strategic importance in existing and upcoming programs and initiatives, with emphasis on the CEF Digital activities relevant for funding opportunities for OpenPEPPOL Members and CEN on the challenges identified in the CEN Intellectual Property Rights (IPR) policies and the CEN business model.



- Follow up on the LoU with the EC on transition from use of the AS2 message exchange protocol to use of the AS4 protocol in the PEPPOL eDelivery Network.
- Support members with information on CEF Digital funding opportunities for implementation of new specifications and upgrades of their services in the domains of eDelivery, eInvoicing and eProcurement.
- Ensure development of a revised PEPPOL Transport Infrastructure Agreement (TIA) framework catering for the uptake of new domains as users of the PEPPOL eDelivery Network with a goal to release a new set of PEPPOL Agreements for review in 2018.



3 Operational Plan for the Pre-Award Coordinating Community

3.1 Retrospective 2017

In 2017 the main focus for the Pre-Award Coordinating Community has been to develop the Domain further, paving the way towards the adoption of the eTendering Interoperability Community, which is a new area for the Association. This adoption was sought in order to ensure growth and consolidate the role of OpenPEPPOL towards the European Commission and the EU Member States supporting the CEF (Connecting Europe Facility) Telecom Program in view of the yearly Calls of the eProcurement DSI (Digital Services Infrastructure).

The main areas of activity in 2017 have been the following:

- To ensure the takeover of e-SENS eTendering specifications and artefacts by initiating a successful transition from a piloting group to the OpenPEPPOL Pre-Award Coordinating Community.
- To support the eTendering Interoperability Community in moving into production, by establishing interim as well as long term solutions on open issues, such as: Trust Model, Governance Structure and Agreement Framework.
- To support the eTendering Interoperability Community in establishing a business-layer agreement between the platform providers, to be used during the interim period.
- To release PEPPOL BIS profiles on the Pre-Award catalogue.
- To implement the OpenPEPPOL Change Management procedures in Pre-Award and undertake maintenance and sustainability of the Pre-Award PEPPOL BIS.
- To participate proactively in defining the necessary changes in membership categories, fee structure and other related procedures which will be affected by the on-boarding of new members, and more specifically those organisations that operate eTendering platforms
- To continue the Multi-Stakeholder Expert Group on e-procurement (EXEP) participation and extend the collaboration with the European Association of Public e-Tendering Platform Providers (EUPLAT) to continuously promote interoperability and standardisation in the Pre-Award Domain.

3.2 Plans for 2018

The main goal for the Pre-Award Community in 2018 is to ensure that growth, dedication and operational implementation are kept in focus. The main activities foreseen in order to achieve this goal will be to:

- Collaborate closely with the eTendering Interoperability Community in implementing and institutionalising the eTendering Governance Framework and operational environment.
- Establish a first version of the eTendering production environment including the development, documentation and publication of:
 - eTendering specific trust policy
 - eTendering specific document specification
 - eTendering specific addendums to the OpenPEPPOL eDelivery specifications



- Extend cross-community collaboration by proactively ensuring inclusion of Pre-Award requirements in general. This includes, but is not limited to, identifying and documenting:
 - Change requests to the eDelivery specifications, if needed.
 - Change requests to the upcoming version of the PEPPOL Agreement Framework, if needed.
 - Change Request to the PEPPOL Certification Policy and processes, if needed.
 - eTendering specific requirements for specifications and artefacts shared by two or more communities.
- Continue the development, documentation and publication of Pre-Award related specifications and policies.
- Release of PEPPOL BIS of the European Single Procurement Document (ESPD) v 1.0 based on the ESPD v 1.0.2 data model.
- Continue to work closely with DG GROW, EUPLAT and other stakeholders, on establishing a 2.0 version of the ESPD data model.
- Collaborate closely with the European Association of Public e-Tendering Platform Providers (EUPLAT) on joint position papers.
- Actively participate in CEN TC 440 activities.
- Support members applying for the CEF calls for funding on eProcurement.



4 Operational Plan for the Post-Award Coordinating Community

4.1 Retrospective 2017

Since the 8th General assembly in March 2017 the PoACC successfully completed the following activities:

- Completed two minor releases, spring and fall release 2017, with the main purpose of improving quality of the schematron rules for BIS-profiles.
- Continued to improve the release management process in PEPPOL by further detailing the process documentation and introduced a release manager role responsible for developing, implementing and monitoring the process.
- Completed a pre-study on the European Norm on e-invoicing (EN 16931) and created a new billing BIS, thereby implementing support for the EN in PEPPOL. This will make it easy for Member States to comply with the Directive on eInvoicing in Public Procurement (2014/55/EU) as well as utilising the full potential of the EN.
- Developed the new BIS for the Invoice Response Message in co-operation with EESPA, giving PEPPOL the capability to support the latest requirements in a modern eInvoicing network. The Invoice Response Message will make it possible for buyers and suppliers to exchange information about missing or incorrect references, approvals and payment initiations.
- Finalised validation rules for the Punch Out BIS and Order Agreement BIS.
- Continued collaboration through two F2F meetings with focus to discuss work in work groups, educate newcomers and discuss challenges and opportunities. This was done in cooperation with the two other coordinating communities and the Management Committee.

4.2 Plans for 2018

For the next period until the General Assembly 2019, the PoACC plans to complete the following work:

- Complete the new BIS 3.0 work group with a goal of upgrading all Post-Award BIS specifications to version 3.0, aligning them with the PEPPOL BIS 5A Billing version 3.0. Documentation and validation should be aligned as well as implementing change requests enhancing the BIS profiles, thereby better supporting the procurement process.
- Strengthening the organisation by implementing the organisational changes proposed by the Managing Committee.

The collaborative work will continue by means of both online meeting facilities and face-to-face meetings.



5 Operational Plan for the Transport Infrastructure Coordinating Community

5.1 Retrospective 2017

Since the 8th General Assembly in March 2017 the following activities have been carried out in the TICC:

- Tools and methods were implemented to improve the service provider onboarding process
- Active participation in activities creating awareness and usage of the PEPPOL eDelivery Network.
- Established a workgroup for evaluating the CEF criteria related to AS4 adoption.
- A Code List Team was established with the purpose to maintain and publish relevant code lists (identifier issuing agencies, document type identifiers, process identifiers).
- Publication of the OpenPEPPOL AS4 profile
- Initiation of the OpenPEPPOL PKI transition (from DIGST Denmark to OpenPEPPOL)
- Decision to increase SLA requirements for AP and SMP service providers, now 99.5% 24/7/365.
- Decision to not move forward with the MLR policy, but rather focus on the PEPPOL Technical Validation Response message
- Work group to establish technical testing and onboarding procedures for APs and SMPs.
- eDelivery Capability Extension Work Group concluded its work.

5.2 Plans for 2018

For the period until the General Assembly 2019, the TICC plans to complete the following work:

- Complete the PKI migration
- Prepare for AS4 migration
- Cater for efficient technical onboarding of AP and SMP providers
- Verify compliance of existing AP and SMP providers to maintain a maximum level of interoperability and security
- eTendering domain onboarding
- Promote the use of the PEPPOL Directory to improve trading partner network matching
- Arrange two face-to-face meetings.



6 Budget 2018

6.1 Budget Overview

The 2018 budget is based on an expectation of increased membership of the Association, equal to an economic growth for member fees of 30%.

Expenses in the budget are based on an evaluation of actual costs in 2017, where each cost item takes into consideration the actual expenditure, the reason behind the figures, and the budget needed to support the 2018 focus areas of the organisation. As OpenPEPPOL AISBL is established as a Not-For-Profit organisation (NFP) the aim of the budget is to be balanced to avoid a significant surplus at the end of the year.

To align the spending of 2018 to the actual income of the Association, a month-to-month rolling budget, based on a percentage uplift of the January 1st baseline for each budget item, is used. As a result, real increases in income are allocated accordingly.

The overall budget and the suggested uplift %, used for distributing additional income, needs to be approved by the General Assembly.

The table below shows the proposed budget figures for 2018, and the % used to uplift the January 1st baseline. Below the table, are details, clarifications and notes related to the individual budget items.

	2018- Baseline January 1 st	Uplift % used in the rolling budget to distribute income	30% GROWTH GA Budget
Income	595 018 €		773 481 €
Membership Fees 2018	594 875 €		773 338 €
Income carried forward	20 143 €		20 143 €
Allowance for doubtful Accts. (off-Boarding)	-20 000 €		-20 000 €
Expenses	595 018 €		773 481 €
Domiciliation	3 500 €		3 500 €
Fees/Accounting and Tax	30 000 €	3 %	35 354 €
Professional fees – Operations	383 688 €	65 %	499 689 €
Professional fees- Consumables	84 000 €	16 %	112 554 €
Fees & Subscriptions /memberships	1 050 €		1 050 €
Travel Cost	50 000 €	10 %	67 846 €
Annual fairs and Exhibitions	31 280 €	5 %	40 203 €
Marketing expense	10 000 €		10 000 €
Bank Charges	1 500 €	1 %	3 285 €
	0 €		0 €

6.2 Detailed descriptions, clarifications and comments.

Below you will find the details related to the individual cost items.

- 1) Membership fees are calculated based on the actual members invoiced at the beginning of 2018 plus a 30 % increased fee (amount) to be obtained by the growth in members.
 - a. Current amount invoiced to members: 594 875 €
 - b. 30% uplift 178 463 €
 - c. Total expected membership fee: 773 338 €
- 2) Income carried forward is the surplus of last year's activities as presented in the 2017 accounts. The surplus is a result of additional members joining in the last quarter, providing an income not allocated to activities in the rolling budget.
- 3) Allowance for doubtful accounts is a reserve, to cover any reduction in income due to members leaving the organization. It is set to the level of off-boarding experienced to date. The allowance for doubtful accounts is doubled, to take into consideration the increased fees in 2018.
- 4) Domiciliation costs are based on the actual amount expensed in 2017 combined with a small uplift ensuring coverage of additional services.
- 5) Fees/Accounting and Tax are based on the actual amount expensed in 2017 combined with a small 3% uplift ensuring coverage for formal changes to Statutes and any related Notary costs.
- 6) Professional fees – Operations are the costs used for Consultants and 3rd Party vendors to handle operations, administration and centralized services. The baseline budget enables OpenPEPPOL to assign a part time Operations Manager and establish a lightweight support unit. Due to planned changes in roles and responsibilities in the organisation, the growth rate for professional fees is set to 65%.
- 7) Professional Fees - Consumables covers expenses related to service agreements, software licenses, certificate services and other types of third party services supporting the day to day operation of the PEPPOL network. The budget for consumables in 2018 is significantly higher than the actual cost in 2017, to account for running both the old and new PKI issuing platforms and licensing in parallel until the PKI migration is complete in the Autumn of 2018.
 It also includes coverage for the costs of hosting the PEPPOL Directory and a centralised testbed, plus the need for additional licenses related to the OpenPEPPOL collaboration tools, implementation of additional conference facilities, submission forms and voting tools. The growth rate is set at 16% accordingly.
- 8) Fees - Subscriptions and Memberships covers the cost of CEN/TC 440 & CEN/TC 434 only. Growth rate is set at 0 % as no additional memberships are foreseen.
- 9) The 2018 budget for travel is more than tripled according to the end-result of 2017. Travel costs previously covered by in-kind contributions (ex: Operations Mgr.) will now be covered by OpenPEPPOL and travel related to event participation will increase as well. The growth rate at 10% is also set to cater for travel activity as a result of assignment of additional consultants and experts.



- 10) The budget set aside for Annual Fairs and Exhibitions is doubled due to increased presence in events, including the Exchange Summits, and to cover the Community meetings. The 5% uplift is in line with increased membership/attendance expected at the various Community meetings/events.
- 11) The budget set aside for Marketing Expenses is significantly lower than last year, as the activities covered by this category are limited to direct costs for materials and equipment only. Cost related to use of consultants and event registration/participation is covered by other expense categories.
- 12) Bank Charges are set according to the actual level in 2017. The 1% uplift is set to cover increased payment activity in line with increased membership and any service charges related to outbound payments in foreign currencies.



7 Voting Item 8 – Approval of the 2018 Operational Plan and Budget

7.1 2018 Operational Plan

The 9th OpenPEPPOL General Assembly gathered 21st of March 2018 in Brussels approve the following priorities for the 2018 Operational Plan:

OpenPEPPOL Unit	Operational Plan – main priorities for 2018
Secretary General (SG) and Managing Committee (MC)	<p>The plan for the Secretary General (SG) and the Managing Committee (MC) in 2018 is to continue the institutional role and lead the MC and the AISBL according to statutory requirements. For the period until the General Assembly 2019, the Secretary General, supported by the Operations Manager and the Managing Committee members, will prioritise to:</p> <ul style="list-style-type: none"> • Represent OpenPEPPOL AISBL and promote PEPPOL specifications, building blocks and services in relevant fora. • Lead efforts to recruit new Members, with emphasis on the introduction of new PEPPOL Authorities in more countries, leveraging opportunities presented by EU legislation and the need for all Member States and associated countries to implement the revised Public Procurement Directive and the Directive on eInvoicing in Public Procurement. • Further describe and develop the OpenPEPPOL governance structure within the framework of the revised OpenPEPPOL statutes as agreed in the 2018 General Assembly. It is a goal to have the revised governance structure, including revised Internal Regulations, fully operational from 2019. • Follow up on the LoU with the EC on transition from use of the AS2 message exchange protocol to use of the AS4 protocol in the PEPPOL eDelivery Network. • Ensure development of a revised PEPPOL Transport Infrastructure Agreement (TIA) framework catering for the uptake of new domains as users of the PEPPOL eDelivery Network with a goal to release a new set of PEPPOL Agreements for review in 2018.
Pre-Award Coordinating Community (PrACC)	<p>For the period until the General Assembly 2019, the PrACC will prioritise the following work:</p> <ul style="list-style-type: none"> • Collaborate closely with the eTendering Interoperability Community in implementing and institutionalising the



eTendering Governance Framework and operational environment.

- Extend cross-community collaboration by proactively ensuring inclusion of Pre-Award requirements in general.
- Continue the development, documentation and publication of Pre-Award related specifications and policies.
- Release of the PEPPOL BIS of the European Single Procurement Document (ESPD) v 1.0 based on the ESPD v 1.0.2 data model.
- Continue to work closely with DG GROW, EUPLAT and other stakeholders, on establishing a 2.0 version of the ESPD data model.
- Collaborate closely with the European Association of Public e-Tendering Platform Providers (EUPLAT) on joint position papers.

Post-Award Coordinating Community (PoACC)

For the period until the General Assembly 2019, the PoACC will prioritise the following work:

- Complete the new BIS 3.0 Work Group with a goal of upgrading all Post-Award BIS specifications to version 3.0 aligning them with BIS 5A version 3.0. Documentation and validation should be aligned as well as implementing change requests enhancing the BIS profiles, thereby better supporting the procurement process.
- Strengthening the organisation by implementing the organisational changes proposed by the Managing Committee.

Transport Infrastructure Coordinating Community (TICC)

For the period until the General Assembly 2019, the TICC will prioritise the following work:

- Complete the PKI migration
- Prepare for AS4 migration
- Cater for efficient technical onboarding of AP and SMP providers
- Verify compliance of existing AP and SMP providers to maintain a maximum level of interoperability and security
- eTendering domain onboarding



7.2 2018 Budget

The 9th OpenPEPPOL General Assembly gathered 21st of March 2018 in Brussels approve the proposed budget figures for 2018, as well as the percentages used to uplift the January 1st baseline:

	2018- Baseline January 1 st	Uplift % used in the rolling budget to distribute income	30% GROWTH GA Budget
Income	595 018 €		773 481 €
Membership Fees 2018	594 875 €		773 338 €
Income carried forward	20 143 €		20 143 €
Allowance for doubtful Accts. (off-Boarding)	-20 000 €		-20 000 €
Expenses	595 018 €		773 481 €
Domiciliation	3 500 €		3 500 €
Fees/Accounting and Tax	30 000 €	3 %	35 354 €
Professional fees – Operations	383 688 €	65 %	499 689 €
Professional fees- Consumables	84 000 €	16 %	112 554 €
Fees & Subscriptions /memberships	1 050 €		1 050 €
Travel Cost	50 000 €	10 %	67 846 €
Annual fairs and Exhibitions	31 280 €	5 %	40 203 €
Marketing expense	10 000 €		10 000 €
Bank Charges	1 500 €	1 %	3 285 €
	0 €		0 €