



UNIVERSITEIT TWENTE.

DEPLOYMENT OF TENDER BOARDS IN DUTCH PUBLIC ORGANIZATIONS

Master Thesis

Student: J.L. (Joyce) Leussink

Student number: s1211846

E-mail: j.l.leussink@student.utwente.nl

University of Twente

Faculty: Behavioural, Management and Social Sciences

Programme: Master in Business Administration

Track: Purchase and Supply Management

First supervisor: Prof.dr. Jan Telgen

Second supervisor: Dr.ir. Petra Hoffmann

Enschede, August 9th, 2018

Final version

Management Summary

In organizations an enormous amount of money is involved in purchasing. It emphasizes the relevance and importance of an adequate purchasing policy for a myriad of companies. To publish purchasing projects for individual goods and services, tenders are used. In order to safeguard or improve the quality and the professionalization of tenders and the tendering process, some companies use so-called tender boards. These boards do exist in various compositions with various roles and responsibilities. Since the use of tender boards is relatively new and unexplored, exploration of the existing deployed tender boards is necessary to provide organizations a guide for implementing tender boards.

The goal of this research is to create a framework that guides organizations in deploying tender boards. For that reason, Dutch organizations that currently deploy tender boards are interviewed. NEVI, the Dutch association of public sector purchasers, provided information about these organizations for this research. With this information and the data from the interviews, the following research question is answered: *'What type of tender board is suitable for different public organizations to professionalize tenders and what are the advantages and disadvantages for each type of tender board?'*

Based on the literature review, five determining factors distinguish different types of tender boards, to mention: phases, function, projects (or tenders), documents and people. The phases in which tender boards can be deployed are similar in each organization: defining the purchasing need, the purchasing plan, the tender strategy with its documents, the awarding of the supplier and finally, the evaluation of the tender process. Private organizations deploy tender boards in all stages, where public organizations use tender boards mostly in the stages like the purchasing plan, tender strategy and tender documents. The functions can be either advising or decision-making. There is no clear difference found in the data per type of organization. Furthermore, the standardized documents that are discussed per phase are similar in public and private organizations as well. The main differences in type of tender boards are found in the projects that are discussed and the people who are involved, translated to range of disciplines in tender boards. Those differences are combined in a framework based on the results from the interviews. Private organizations deploy tender boards for all projects in their organizations, while public organization deploy tender boards for a selection of their projects. Finally, the number of people in tender boards in public organizations are lower in municipalities than in ministries. Organizational characteristics such as the size of the organization and maturity level show little significant differences on the type of tender board.

Advantages of having tender boards with involvement of a high number of projects are minimizing risks of projects, gaining higher quality in the projects and creating a learning effect based on experiences from previous tenders. A low number of projects have the advantages of tender boards being more efficient and creating a quicker lead time in the total process. A high range of disciplines in tender boards has a positive influence on the learning effect as well as the objectivity of discussing tenders. The advantage of having a low range of disciplines involved is the higher accessibility in the tender board and have a better balance between the project team and the tender board members.

So, practically, each organization can have individual considerations on deploying tender boards. But to professionalize tenders in organizations in general, private organizations mostly deploy tender boards in all stages of the tender process, for all tenders in their organization, with the involvement of experts in the field of the tender. Public organizations deploy tender boards in the middle phases of the tender process and for a selection of their tenders, based on the importance on organizational values, with experts involved as well. Those experts can be in both organizations internal (personnel) or external experts.

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1. Introduction

For the vast majority of organizations, both private and public, purchasing is an essential part of the business. In the Netherlands 60 to 70 percent of private company revenues is spent on purchasing, whereas for Dutch public companies this number accounts for 20,2% of the gross domestic product (GDP)¹. These data show the enormous amounts of money involved in purchasing and emphasize the relevance and importance of an adequate purchasing policy for a myriad of companies.

Purchasing activities, done via public offers, are usually organized in tenders, where an open offering from several suppliers on a purchasing activity can be ensured. If an organization wants to get the best offer for an order, tenders can be used as well. Tenders can be published for purchasing projects for individual goods or services². In order to safeguard or improve the quality and the professionalization of the tender and in addition the tendering process, some companies use so-called tender boards. The concept of a tender board is that experts in the field of purchasing make decisions or provide advice to purchasers in the organization on individual tenders³. These boards exist in various compositions with various roles and responsibilities. Since it is not obligatory by legislation⁴ to use tender boards, it is not predetermined how such a tender board should look like, who is in the board, when to consult the board, etcetera. Hence, it is still an unexplored field, what makes the concept of tender boards very open for interpretation of any organization and each company can use their own policy and ideas to establish tender boards. For that reason, many different types of tender boards may exist.

So, on the one hand there is the existence and use of tender boards in organizations, and on the other hand there are various forms and roles of tender boards. In this research the reasons for existence and the reasons for any differences in the use of tender boards between different organizations will be explored. The similarity between the tender boards may facilitate generalizable results. The answers to the why, who and how's around tender boards among different organizations may reveal useful insights. For this reason, in this research the different varieties of tender boards, including their pro's and con's, and the varieties of organizations will be studied to be able to establish a conceptual framework, that could benefit public organizations in deciding on the deployment of tender boards.

The difference in types of tender boards may be a result from the difference in types of organizations. The type of organization is determined by different characteristics of organizations, known as organizational structure (Child, 1972). Since organizations determine their own organizational structure, as well as the type of tender board that they might deploy, organizational characteristics are important in the decision on how to deploy tender boards.

Tender boards should not be confused with procurement boards. The latter are more comprehensive purchasing boards that do not focus on individual tenders only, but rather on purchasing as a holistic organizational aspect, including purchasing policy, purchasing tools and purchasing organization. So, this research focuses on tender boards that deal with individual tenders only. Furthermore, this research emphasizes on tendering in the public sector. There are two reasons for this restriction. The first reason is

¹ <https://piie.com/blogs/realtime-economic-issues-watch/how-large-public-procurement-developing-countries>, retrieved on 15-12-2017.

² <https://www.pianoo.nl/document/11558/factsheet-aanbesteden-in-nederland-2015>, retrieved on 04-01-2018.

³ <https://www.pianoo.nl/sites/default/files/documents/documents/watiseentenderboard.pdf>, retrieved on 15-12-2017.

⁴ <https://www.pianoo.nl/inkoopproces/fase-1-voorbereiden-inkoopopdracht/aanbestedingsregels> retrieved on 09-01-2018.

the question for this research that was posed by NEVI⁵, the association of public sector purchasers. The second reason is that public sector organizations are generally more comparable to each other than private sector organizations, that may differ widely as a consequence of the different sectors they operate in. One major difference between public and private organizations is the presence of public procurement rules and regulations in the public sector⁶. These rules and regulations impact specifically the tendering process and therefore are likely to be of major importance for public sector tender boards.

The EU Public Procurement directives and consequently the national laws have regulations for the tendering process, but do not mention anything regarding the use of tender boards in public organizations. So, a tender board in organizations can function according to their own values, free of regulatory guidance. Consequently, public and private organizations have the same degrees of freedom whether to design a specific role for a tender board or not. That means for this research that both the private sector and the public sector can be used for examples of tender board composition and operational mode, but the analysis of suitability should be done specifically for the public sector. Checking a tender against legal requirements and analyzing the legal possibilities is very specific to the public sector, due to the fact that in the tender law is mentioned that those rules are applicable and obligatory for public organizations.

In this research, we focus on the desirability of having a tender board, the various types of tender boards and the suitability of each type for a specific organization. This research will develop a framework that is suitable for all types of public organizations in order to ultimately improve the quality of tenders.

The objective of this research is to create a framework for different ways of using a tender board. With this framework public organizations can decide if, and subsequently how to deploy tender boards in their organization. The research question and its sub-questions are deducted from the research goal and will be answered within this research.

Research question

'What type of tender board is suitable for different public organizations to professionalize tenders and what are the advantages and disadvantages for each type of tender board?'

Sub-questions

1. *What kind of tender boards exist or are possible?*
2. *What are advantages and disadvantages of various types of tender boards, based on experience from current organizations?*
3. *What influence have organizational characteristics on the suitability of the type of tender board?*

⁵ <https://nevi.nl/>, retrieved on 15-01-2018.

⁶ <http://eur-lex.europa.eu/legal-content/NL/TXT/?uri=celex%3A32014L0024>, retrieved on 28-12-2017.

There is no extensive research done so far on tender boards and certainly not in the public sector. Empirical evidence from NEVI shows that the use of tender boards is increasing in the Netherlands⁷. Therefore, the academic relevance of this research is to explore the deployment and the use of tender boards in different organizations. This is done by doing interviews with organizations that currently deploy tender boards and with that data a framework is made that explains which organizations can use what type of tender board. The first sub-question is answered with the use of an inventory interview, to be able to start designing the possibilities of tender boards in a framework. The second and third sub-questions will be answered with in-depth interviews to find out the pros and cons of different types of tender boards and the influence of different organizational characteristics on the type of tender board that is deployed in organizations.

NEVI regularly organizes so called 'knowledge sessions' to get in touch with organizations that use tender boards⁸. Therefore, the framework that will be the output of this research is useful to this group of knowledge sharing. Organizations can benefit from knowing how to use a tender board, which is the practical relevance of this research.

The outline of the master thesis is based on the research question and its sub-questions and will be as followed: first, an introduction on the topic 'tender boards' will describe the research situation and the problem definition (chapter 1). Subsequently, a preliminary literature review on the purchasing process is given to make clear what already has been studied on this topic (chapter 2). The third section will present the research design and methods (chapter 3). After that, a more extensive literature review on different types of tender boards in public and private organizations, and advisory boards in general is described (chapter 4). Chapter 5 contains the first results of the inventory interviews and the design of the framework is shown. In the next chapter, the results from the in-depth interviews clarify the pros and cons of the types of tender boards within the framework and the organizational characteristics are taken into account as well to see if that plays a role in the positioning of the types of tender boards in the framework (chapter 6). Finally, the conclusion, limitations and recommendations for further research are described (chapter 7).

⁷ http://ec.europa.eu/regional_policy/en/policy/how/improving-investment/public-procurement/study/, retrieved on 30-12-2017.

⁸ <https://nevi.nl/nieuws/oproep-aan-tenderboards-publieke-sector>, retrieved on 02-01-2018.

2. Preliminary literature review

Since tender boards are deployed in the general process of purchasing (Weele, 2010), this purchasing process is firstly taken into account in this literature review. Van Weele (2010, p. 29) describes the purchasing process model and shows how the different steps in this model are related to each other. The six different steps in the process are 1) Define specification, 2) Select supplier, 3) Contract agreement, 4) Ordering, 5) Expediting and 6) Evaluation, where the first three steps are part of the tactical purchasing process and the last three steps are part of the operational purchasing process. This purchasing process model is used in organizations to identify what goods or services are needed, to buy that good or service and finally, to use it.

Since purchasing is a significant element in any business, the purchasing process is widely used in organizations. For this research, where the focus is on the tender process in organizations, the purchasing process model by Van Weele (2010) is for this research adapted, extended and specified to the tendering process of organizations, and shown in figure 1. As shown here, the total procurement process consists of strategic, tactical and operational processes. In this process, tender boards can be deployed from the first stages of the tactical purchasing process up to the contracting or awarding of a supplier in the tactical purchasing process. These stages in the total process are visible in the circle in figure 1.

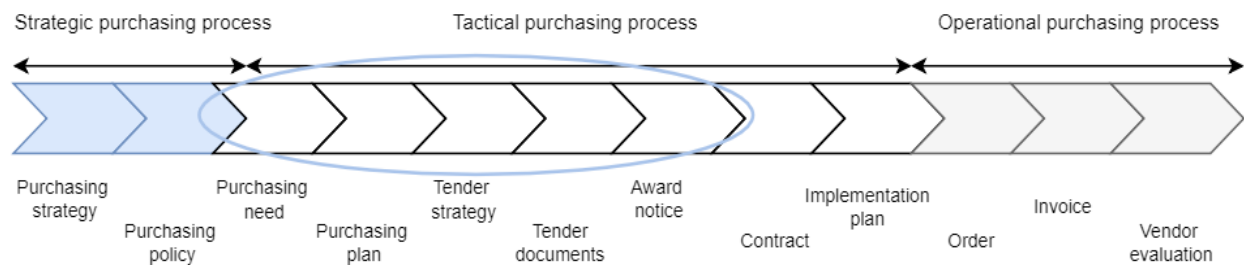


Figure 1. Purchasing process model with focus on the phases in which tender boards may deploy and documents that can be used in each phase.

In this figure, the purchasing strategy and -policy are part of the strategic purchasing process. In this process the direction of purchasing is determined, where the policy is more specific on organizational level of purchasing. The tactical purchasing process is going into depth on the specific purchasing need at a certain moment in the organization. To elaborate on the need, a purchasing plan, a tender strategy and tender documents are set up by the group of purchasers that is responsible for purchasing the need. The project plan and the assignment description, with for example the division into lots, are completed in the purchasing plan. Then, the strategy for the tender is determined, in which selection criteria and award criteria are mentioned. The final documents are the tender documents, and those are published. The three documents (purchasing plan, tender strategy and tender documents) are not always divided into three different documents, but can be combined by one document: the plan of action. In the award notice, the selected supplier is mentioned, based on the selection- and award criteria. After awarding the winning supplier the contract and the final documents as contracts and implementation plans, are set up to be able to start the actual purchasing of the need in the operational purchasing process.

Despite the fact that a lot of research is done on purchasing in organizations, preliminary literature research reveals in academic literature there is little information available about the function and the use of tender boards. The few papers found on tender boards mostly refer to tender boards in African countries. There are specific rules and regulations for tender boards, for example in Tanzania⁹ and Namibia¹⁰. The reason for this is likely due to the fact that the African countries are required (by donors or by their own policy initiatives) to fight corruption¹¹ in tenders. African countries tend to use tender boards as an ‘independent oversight body’ to assist and control purchasing entities for complying with rules and regulations (Arney & Yadav, 2014; Atiga & Azanlerigu, 2017). A tender board in these countries is especially useful to ensure that rules are respected and, if necessary, that remedies are applied (MENA, 2009). According to governments in the Middle East and North Africa, tender boards in Africa have an advisory function towards the organizations that place tenders (MENA, 2009). Therefore, the board checks the tender on its legislation and recommends if there are any mistakes or parts that are not taken into account yet. They make sure that it corresponds with the law and an additional function is that it reduces corruption (Agaba & Shipman, 2006, p. 376). Agaba and Shipman (2006) stated that different departments in organizations can have their own, specialized tender board as well. Hence, tender boards contribute to the improvement of procurement by making sure the tenders are professionalized.

In Europe, there are hardly academic papers written on tender boards. One of the rare papers recommends an advisory board to get tenders in line with the European Directives (Graells, 2011; Kroese, Meijer, & Visscher, 2009). According to MENA (2009) the function of the tender boards in African countries is advising organizations to stay in line with the rules. Because of the function of both advisory boards in Europe and tender boards in Africa, those boards can be regarded as the same type of board. In addition, considering another definition of a tender board as “a committee of experts who gives advice on a tendering procedure”¹², the recommended advisory board in Europe can be seen as a tender board as well. So, the literature on advisory boards will be taken into account in the literature review to be able to get a better understanding of the function and the use of tender boards.

So, current literature on tender boards provides very little basis to build this research upon. There is no clear definition of tender boards and no clear guide on the composition of tender boards, which currently makes it difficult for organizations to identify and deploy tender boards. That is why the exploration of this subject will be done through empirical research. Hence, a more extended literature review will be given in chapter 4. That means this review goes further than tender boards only. Literature on both public and private organizations is taken into account and additionally, literature on advisory boards is used to compare this information with how tender boards in public and private organizations are used in practice. So, not only scientific articles on tender boards and advisory boards are used, also empirical information from Dutch organizations that already use tender boards is used as well.

⁹ https://laws.parliament.na/cms_documents/1996---tender-board-regulations-467b5db643.pdf, retrieved on 23-12-2017.

¹⁰ <https://www.ppra.go.tz/phocadownload/attachments/Regulations/regulations2013.pdf>, retrieved on 23-12-2017.

¹¹ <http://www.corruptionwatch.org.za/what-makes-a-tender-dodgy/>, retrieved on 23-12-2017.

¹² <https://www.pianoo.nl/sites/default/files/documents/documents/watiseentenderboard.pdf>, retrieved on 28-12-2017.

3. Methodology

3.1. Research design

To be able to get a better understanding of the use of tender boards and to answer the research question that is specified in chapter 1, an exploratory qualitative research design is used. This research design is shown in figure 2. The exploratory approach is most appropriate especially when there is little research done so far on the subject (Stebbins, 2001). Considering the small amount of information about tender boards, the exploratory research design is the best suitable method for this study. The qualitative approach used in this exploratory research, is the grounded theory approach (Wolfswinkel, Furtmueller, & Wilderom, 2013). This approach is described as a “general inductive method possessed by no discipline or theoretical perspective or data type” (Glaser, 2005, p. 141). The grounded theory is applied for its ability to help finding new insights and explanations in the literature (Kaufmann & Denk, 2011). Since the objective of this research is to find ways on how to deploy tender boards in public organizations, the grounded theory is appropriate to use.

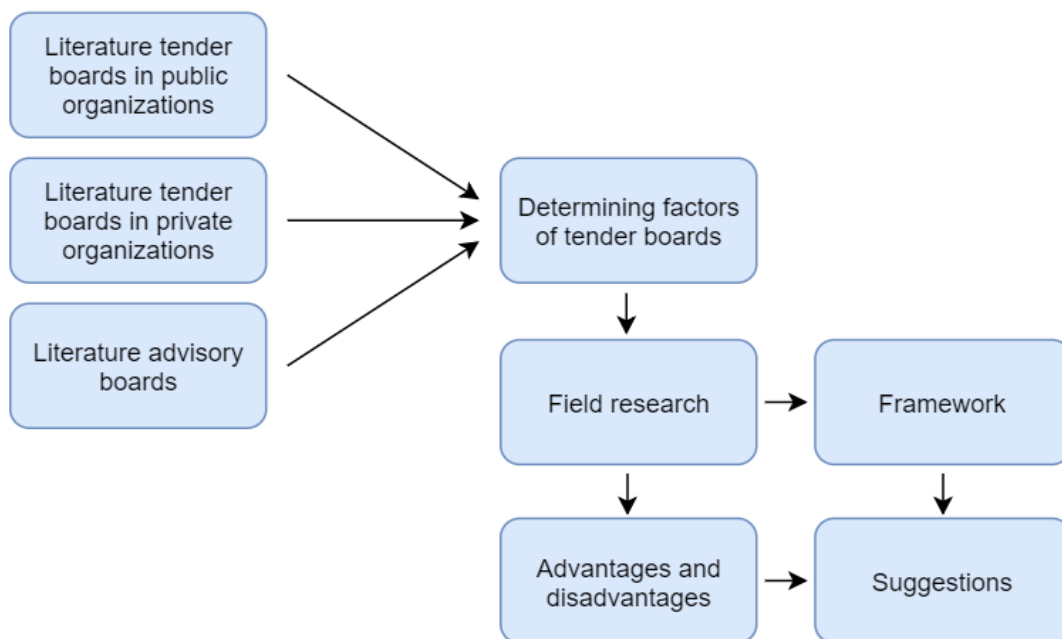


Figure 2. Research design.

The first step in this research is to discover what previous research has shown on tender boards. This will be literature about tender boards in public organizations, in private organizations and literature about advisory boards. In this way different determining factors for the use tender boards are composed. Secondly, information will also be obtained by exploratory field research. Websites of different organizations will be consulted and interviews with members of tender boards are going to be performed. This type of research is useful for creating new insights on how several tender boards are used nowadays in different public organizations. From the gathered information, the third step is to create a framework to categorize different types of tender boards, the process of tenders in which tender boards are used,

and the forms of tender boards organizations are using, based on information gathered from inventory interviews. As a result, the categorization is suitable for the further steps in this research: the data collection on the advantages and disadvantages of tender boards. This information is gathered by performing a second round of interviews, that goes more in-depth into the diversification in types of tender boards. Finally, the data is linked on the advantages and disadvantages of different types of tender boards to the type of organizations (Lichtenthaler, 2005).

3.2. Data collection

In order to get a better understanding of the existing forms of tender boards, next to the literature review, 10 semi-structured interviews and 20 structured interviews were carried out among members of tender boards in Dutch public and private organizations. The selection of the organizations and the members of the tender boards where the interviews are held, is done after the first knowledge-session for organizations that deploy or are willing to deploy tender boards, organized by NEVI in November 2017. At this session members of current tender boards came together to share their knowledge on tender boards and the use of tender boards in their organization. Among the present organizations and members, which is regarded as population since there is little information on current Dutch tender boards, a sample has been drawn for this research. 80 percent of those organizations present, were members of tender boards in public organizations and the other 20 percent were members of tender boards in private organizations. This ratio is used to select the members for doing the interviews with. The organizations were chosen with an attempt to represent all current organizations that deploy tender boards. For example, municipalities, governmental departments and counselors on procurement are selected for doing the interviews. After the analysis of the inventory interviews and the creation of a framework with the types of tender boards, in-depth interviews are held with more than one member of a tender board to get more information on the different types of tender boards, in which phase of the process they are deployed and why, and the advantages and disadvantages of the tender boards that are categorized in the framework.

3.2.1. Inventory interviews

The goal of the first inventory interviews is to obtain possible different types of tender boards. Interviews are used as method, because in qualitative research, observations are made to build a theory (Bryman & Bell, 2011). The 'how' and the 'why' questions on using tender boards are investigated to be able to better understand different forms of tender boards and the process in which tender boards are deployed. Based on different academic papers, the interviews contain questions that are derived from the five determining factors of tender boards, mentioned in section 4.1.¹³ The questions of these semi-structured inventory interviews can be found in appendix A. The interviews are recorded to replay and to analyze the data. The interviews are not transcribed, but the records will be available on request.

Information gathered from the inventory interviews contributes to the definition of tender boards and how the tender boards are currently used in Dutch organizations, both public and private. With the first three questions the information on the purchasing process and the phase in which tender boards are used is obtained. This is useful to create a framework with all opportunities of the process in which tender

¹³ <https://www.pianoo.nl/sites/default/files/documents/documents/watiseentenderboard.pdf> and http://www.fstb.gov.hk/tb/en/docs/espr_chapter3.pdf, retrieved on 31-01-2018.

boards are deployed (Nilsen, 2015). The next questions mentioned in appendix A ask for the function of the tender board, the projects that are discussed in tender boards, and the documents that are used in tender boards and tender board meetings to get a better understanding of the use of the tender boards. Finally, questions about people in tender boards are prepared. If there are different people involved per type of organization, it may be useful to know and compare the type of tender boards that are used. So, the result of the analysis is a categorization of (1) the phases in which tender boards are deployed, (2) what function tender boards could have, (3) which projects are discussed, (4) which documents are necessary, and (5) what people are involved in tender boards. The literature review in the next chapter elaborates more into detail on these five determining factors of tender boards.

The first step after doing the interviews, is to analyze the results through open coding. With open coding the linkages between the pre-determined constructs are found (Strauss and Corbin, 1998). Coding is done by giving names to parts of the data that seems to be constant in the answers of the interviews (Bryman and Bell, 2011). This method of analyzing, is described in section 3.3.1. After the analysis of the inventory interviews, where the linkages and the constant answers are found, a better understanding of the determining factors appears and subsequently a framework for the classification of different types of tender boards can be made.

3.2.2. In-depth interviews

After doing the inventory interviews and analyzing the answers, the framework with a classification of different tender boards is made. The two dimension in the framework, are the ones that had the most varied score on the determining factors in the inventory interviews (Schotanus & Telgen, 2007). For that reason, the dimensions 'people involved in tender boards' and 'number of projects discussed in tender boards' are used in this research to create the framework. Those dimensions have the most variation in scoring and are based on those dimensions the broadest deviation can be made. A more extended reasoning for these axes can be found in section 5.2.

Selective sampling is used to select organizations for the in-depth interviews. This means that tender boards are selected on characteristics that fit a specific type of tender board, based on the dimensions in the framework. To collect the data for these interviews, at least more than one member of a tender board from the organizations that deploy a tender board is interviewed, because finding out different views from members of the same tender board results in a better and more complete understanding of the tender board. Participants of tender boards are interviewed, until at least all types of tender boards in the framework are addressed¹⁴ and theoretical saturation is achieved (Bryman & Bell, 2011). Because the questions of the in-depth interviews elaborate on the answers from the inventory interviews, the in-depth interviews are structured interviews. In that way, all participants of the interviews and all tender boards get the same questions, which increases the reliability of the interviews (Bryman & Bell, 2011). The interview questions can be found in appendix B and they are based on the categorization that is made after the inventory. The first questions of the in-depth interviews are about the confirmation of the tendering process that is determined after the inventory interviews. Furthermore, the size of the tender board in comparison to the total number of employees in the organization and in the purchasing department of that organization is included. Subsequently, asking what they think of pros and cons of

¹⁴ <https://research-methodology.net/sampling-in-primary-data-collection/purposive-sampling/>, retrieved on 09-02-2018.

using tender boards in different phases of the process. Finally, they are asked for their opinions about deploying tender boards in other stages of the process, about other compositions of the tender board and about discussing the number of projects in the tender board.

Since in the in-depth interviews the same organizations with tender boards and as well other companies are approached, the variety of participating organizations and tender boards increases. The organizations that are approached for the first time for the in-depth interview, are approached via the purchasing congress PIANOo organized and via the newsletter from NEVI. Those two sources have access to the right target group of this research. Hence, to approach the attendees at the congress and the readers of the online newsletter, an online questionnaire is made, that contains the same questions as the structured interview. In that case, the right people are reached and the way of information gathering is practically the same for the interviews as for the questionnaire.¹⁵

3.3. Data analysis

3.3.1. Inventory interviews

Following the grounded theory approach, the inventory interviews with people involved in tender boards is analyzed by coding the data. The data from the inventory interviews consists of five determining factors of tender boards that are deployed in organizations in the Netherlands. This data is first categorized per organization and per determining factor or dimension. Secondly, for each of these determining factors, see section 4.1., coding is applied. Through coding of the data, linkages between the different determining factors are found (Strauss & Corbin, 1998). Coding is done by giving names to parts of the data that seems to be constant in the answers of the interviews (Bryman & Bell, 2011). The type of coding that is used, is open coding: 'breaking down, examining, comparing, conceptualizing and categorizing data' (Bryman & Bell, 2011, p. 578). The dimension of the framework are determined after coding of the data, and only the dimensions that had different scores on the different factors are included (Schotanus & Telgen, 2007). In this way, the composition of the framework and the positioning of the type of tender boards in the framework are established.

3.3.2. In-depth interviews

The grounded theory approach is used to analyze the data from the in-depth interviews too. This time, the data from the structured interviews are analyzed through axial coding. Axial coding is used to put data back together after open coding to identify relationships among the categories (Bryman & Bell, 2011). With this type of analysis patterns in data are found that add strength to the categorization of the types of tender boards. The questions in the in-depth interviews are asked to gain information about the pros and cons of all five characteristics of tender boards in the different organizations. For example the advantages of the high range of disciplines and the differences in time spent on tender board meetings is explored to find advantages and disadvantages per type of tender board. Also the purchasing process and the use of tender boards in the different phases of this process is identified more profound. Asking for the phase in

¹⁵ <https://content.wisestep.com/structured-interview-definition-types-process-pros-cons/>, retrieved on 06-06-2018.

which the tender board is deployed in the organization, leads to an understanding of the different types of tender boards in the organizations and the categorizations of the tender boards in the right place in the process. With that information, the framework is finalized and can be used for all organizations that are or are willing to deploy a tender board.

4. Literature review

In this chapter a literature review on different possibilities of tender- and advisory boards in organizations is explained. The focus in the literature review in this research is on tender boards in public organizations. Tender boards in private organizations and advisory boards in general are used as reference materials for finding determining factors for the composition of tender boards in public organizations. Furthermore, organizational characteristics are taken into account of finding out if they play a role in the type of tender board that is deployed in organizations.

4.1. Tender boards

The preliminary literature review shows that the literature available on tender boards is very scarce. For example, Blaszczyk and Wachowicz (2010) did research on the supplier selection for the specific project on buying new busses. In their research they found out that there are three parties involved in the selection-process of this project, namely, the passengers, the technical staff, and the management board. Actually, the meetings they had to select the right supplier, can be regarded as tender board meetings, where experts decide if the tender process is correct and meet the requirements of the organization. So, the people who are involved in making decisions or giving advice in tender boards is one aspect of tender boards. The following aspects of tender boards are regarded as the determining factors of tender boards:

- the **phase** in which tender boards are deployed. This phase can be derived from the purchasing process, that is shown in figure 1. This process is divided into three parts: the strategic process, the tactical process and the operational process and can be used as basis for organizations to visualize the type of boards they have (Kadefors, 2008) and assign them into the corresponding phase. In this way, different types of tender board in one organization can be explained. It might be the case as well that each meeting of a tender board in different phases is the same through the whole process.
- the **function** of the tender boards. A tender board can have different functions, like an advisory, a discussing and an informing function (Pedroso & Nakano, 2009). Pedroso and Nakano (2009) also state that it may depend on the phase in which a board is used, which function the board may have. Tender boards are used as well for giving rewards and penalties (Iwata, Onosato, & Koike, 1994). The rewards are given if the project is approved to go to the next phase of the tender process, and penalties are given if the opposite is the case. So, another function of tender boards is that they have to be decisive as well.
- the **projects** that a tender board discuss. Tender boards may discuss about subjects that can be divided in categories such as goods, services, and works¹⁶. For each of these categories, the tender law has determined thresholds for when a project is regarded as an European Tender and should be done via the regulations of the tender law. Also the number of the projects can be seen as characteristic to let a certain type of tender board execute the tender (Prato, Hunicken, & Huerta, 2005). When organizations use tender boards only for projects with a value above the thresholds, the number of projects will be lower than an organization that deploy tender boards for all tenders.

¹⁶ https://ec.europa.eu/growth/single-market/public-procurement_nl, retrieved on 14-02-2018.

- the **documents** that are used in tender boards. Information should be discussed and clarified in the board. The best way to do so, is to hold on to a set of documents (Pedroso & Nakano, 2009). If those documents are standardized, it will lead to a more efficient tender process (Untoro & Sarno, 2017). These documents help to monitor what will be discussed and for each participant it becomes clear what topics deserve extra attention (Kadefors, 2008).
- the **people** who participate in a tender board. The responsibility of people in a tender board has to be determined, because it is important to know what people participate and what people make the decisions in tender boards (Błaszczuk & Wachowicz, 2010; Kadefors, 2008). Those members actually decide which way the purchasing process will go. So, participants should at least have common objectives to participate in boards to communicate at the same level (Kadefors, 2008).

These factors are derived from the little number of papers about tender boards that are available. For that reason, it is assumed that these factors are the most important determining factors of tender boards. There is nothing mentioned as well about the importance of the factors. In the interviews the members of tender boards will be asked if those five factors are enough, and if factors are missing, to be sure that the list is complete.

4.2. Tender boards in public organizations

Public organizations in the Netherlands that publish tenders have to deal with the Dutch tender law, when a tender exceeds a certain value of money. Since these thresholds are relatively low, almost all public organizations have to conform to this legislation. This means that contracting authorities (that carry out public procurement for a tender with a value exceeding this threshold) need to adhere to these European directives¹⁷ or the implementation of these directives in the national legal system¹⁸. Article 4 of the EU directives 2014/24/EU presents the thresholds for works, goods and services, specified in tenders that are awarded by central or non-central contracting authorities. According to article 2 in the EU directives and article 1.1 in the Dutch tender law¹⁹, ‘contracting authorities’ are: “the State, regional or local authorities, bodies governed by public law or associations formed by one or more such authorities or one or more such bodies governed by public law”. These organizations can be described as public organizations. For this reason, public organizations make more use of tender boards than private organizations.

To elaborate on the preliminary literature, empirical data is used in this research to find more specific information about tender boards in the Netherlands. PIANOo²⁰, a Dutch Public Procurement Expertise Centre and part of the Dutch Ministry of Economic Affairs and Climate, and NEVI, an association for purchasing and supply management, are sources with empirical information available about procurement and tender boards in the Netherlands. Nowadays, tenders have to be published if they have a value above a certain threshold, stated in the EU directives. According on the Dutch tender law it is obligatory for the contracting authorities to publish national and European tender-announcements on Tendered.nl²¹, part of the Dutch Ministry of Economic Affairs and Climate. Hence, all tender announcements from the Dutch government are available in an online, public platform. After publication, a firm can make an offer for the

¹⁷ <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014L0024&from=NL>, retrieved on 28-12-2017.

¹⁸ https://ec.europa.eu/info/law/law-making-process/applying-eu-law_en, retrieved on 15-01-2018.

¹⁹ <http://wetten.overheid.nl/BWBR0032203/2016-07-01>, retrieved on 28-12-2017.

²⁰ <https://www.pianoo.nl/>, retrieved on 28-12-2017.

²¹ <https://www.tendered.nl/cms/voor-aanbestedende-diensten/publiceren-op-tendered>, retrieved on 29-12-2017.

tender and subsequently the selection of the supplier by the contracting authority takes place²². In different stages the process before publishing a tender, the tender board can be deployed. The phases in which a tender board is used, is not determined by law. Therefore, a tender board is part of the purchasing governance of companies and it contributes to the controlling function on the tenders (Meijer & Papenhuijzen, 2006). Based on this empirical data the process of tendering, the process in which tender boards can be deployed, and their corresponding documents, are shown in figure 3.

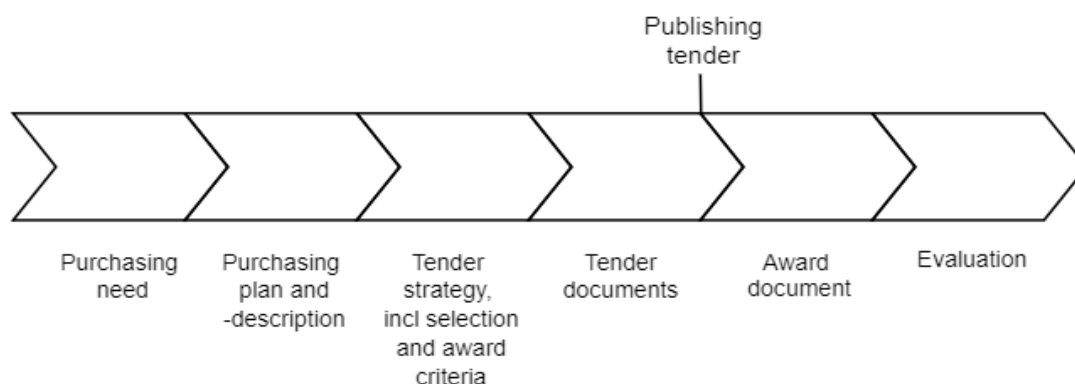


Figure 3. Tendering process.

The determination of the purchasing need, the purchasing plan and -description and the tender strategy (the first three stages of the tendering process) are stages that have documents that are only for internal use. This means that suppliers who are submitting a bid do not see and use these documents. In organizations that deploy tender boards, the internal documents are used to write the tender documents, which have an external function. Based on the external document (the tender documents), the tender is published and the suppliers are able to submit a bid, based on the published tender.

Since the publication of tenders is an online procedure, there are documents that have to be published to perform tendering. In article 2 of the EU Directives the definition of ‘procurement documents’ is given as “any documents produced or referred to by the contracting authority to describe or determine elements of the procurement or the procedure, including the contract notice, the prior information notice where it is used as a means of calling for competition, the technical specifications, the descriptive document, proposed conditions of contract, formats for the presentation of documents by candidates and tenderers, information on generally applicable obligations and any additional documents”²³. Based on the tender process in figure 3 and the definition of documents in the tender process, it depends on the phase in the process which documents are discussed in the tender board.

Finally, there is no clear empirical evidence so far on the composition of tender boards, or the people who are involved in tender boards. Therefore, attention must be paid to this determining factor in the data collection and in the data analysis.

²² <https://www.tenderned.nl/cms/voor-aanbestedende-diensten/6-stappen-digitaal-aanbesteden>, retrieved on 29-12-2017.

²³ <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014L0024&from=NL>, retrieved on 29-12-2017.

4.3. Tender boards in private organizations

The tender process and tender boards in private sectors is examined in this research as well, to be able to use the literature on the tender boards in these organizations as reference materials. Nowadays, it is common that non-governmental institutions like private organizations issue tenders and deploy tender boards because tendering results in a clear insight from the market parties who participate and their quality and pricing.²⁴ Private organizations differ from public organizations because private organizations are not obliged to deal with the Dutch tender law if they publish tenders, which is in contrast to public organizations. In article 1.1 of the Dutch tender law²⁵ it is mentioned that only governmental institutions, for example the Dutch government and the municipalities are part of the contracting authority in tenders. Despite nothing is mentioned in the Dutch tender law about the process of tendering for private organizations, private organizations deploy tender boards in their organization. To make sure that the tenders from private organizations continue to improve in quality too, private organizations deploy tender boards. In this way, private organizations are able to deliver a tender with higher quality. For that reason, the five determining factors for tender boards mentioned in section 4.1 (phase, function, projects, documents and people) are important in tender boards from private organizations as well.

There are some experiences from Dutch private organizations that deploy tender boards. For example the Amsterdam RAI, a Dutch private organization that describes their procedure of their tender boards online.²⁶ Because of the fact that they are no public organization, they do not have to comply to the tender law and are not required to publish according to the European guidelines for tenders. The objective for RAI to deploy a tender board is to be more transparent in decision making about purchasing. The function is on the one hand to be responsible for the purchasing policy, which is a strategic function, and on the other hand the tender board makes decisions concerning tender procedures, which is a tactical function. Furthermore, the tender board is being used for giving advice on several purchase- and tender issues. These functions in processes can be regarded as similar for the tender boards in public organizations (Pedroso & Nakano, 2009). In which phases of the purchasing process what documents are used in tender boards, is described in their purchasing process (see Appendix C). Amsterdam RAI determined a self-defined threshold for projects that have to be involved in tender boards. The tender board is seen as an overarching purchasing body, where directors of different departments are included. This example of a private organization that deploys a tender board, describes the same five determining factors in their tender policy, that are also mentioned in the previous section as well.

4.4. Advisory boards

Tender boards are a form of advisory boards, as mentioned in chapter 2. For that reason it is useful to link advisory boards to this research on tender boards. In current research on advisory boards, most articles make distinction between an advisory board and a corporate board with an advising function (Ding & Stuart, 2010; Kroese et al., 2009). A corporate board is also called the corporate board of directors, and has not only an advisory function, but makes decisions on a strategic level too (Mirabile, 2016). Mostly the corporate board exists right from company's inception²⁷. Advisory boards do not necessarily have these

²⁴ <https://tenderen.nl/content/wat-een-tender/>, retrieved on 31-05-2018.

²⁵ <http://wetten.overheid.nl/BWBR0032203/2016-07-01>, retrieved on 31-05-2018.

²⁶ <https://www.rai.nl/nl/leveranciers/rai-inkoop-organisatie/tenderprocedure/>, retrieved on 27-06-2018.

²⁷ <https://seraf-investor.com/compass/article/wardens-and-sages-what-difference-between-corporate-board-and-advisory-board>, retrieved on 10-01-2018.

characteristics²⁸, are rather informal with a more narrow scope²⁹, and are more focused on giving feedback on the strategic level (Royakkers & Steen, 2017). For these reasons, tender boards have the form of an advisory board and not the form of a corporate board.

To be effective as an advisory board, (1) the members have to be thought partners, (2) where you can count on fully informed and objective opinions, (3) to get full value out of the board, (4) have equal perceptions of all board members and (5) knowing why if this perception is not the same (Carter, 2003). Consequently, an advisory board can be used in every type of organization where advice is needed. Knowing who is going to be advised by the advisory board, determines what formation of advisory board will be used (Reiter, 2003). It is necessary that the formation involves broad range of board members (Crowfoot & Wondolleck, 1990) because in that case the advice can be provided based on different perspectives and fields of expertise³⁰. Ding, Murray and Stuart (2010) state in their research that also difference in gender may play a role with the formation of advisory boards. This difference is explained by the unequal opportunities for females to become board member of an advisory board and it is not supported by the fact that females have less choice to become board member. An essential question that is not answered is how the current tender board members became board member. If this question is answered, it may be meaningful to get a better understanding of the composition of different types of tender boards (Carter, 2003).

The factors that shape advisory boards are the process in which the board is involved, (the selection of) the members in the board, and the functions of the advisory board (Nyirenda et al., 2017). In that case, advisory boards have the similar determining factors for the deployment of the board to the determining factors of tender boards. But, in tender boards the documents and the projects involved are given. Within advisory boards they are not given, because the scope of advisory boards is much broader than the scope of tender boards. For that reason, the determining factors for tender boards are the following five: (1) the phases in which tender boards can be deployed, (2) the functions of tender boards, (3) the projects involved, (4) the corresponding documents, and (5) the people involved in tender boards.

4.5. Organizational characteristics

Features of organizations are determinants for organizational structure (Child, 1972). Examples of these features, as well regarded as organizational characteristics, are the environment of the organization, the technology from the organization and the size of the organization. More research on this topic shows that age of the organization, family involved in organizations, hierarchy level and values of organizations (Iecovich, 2005; Sánchez Marín, Carrasco Hernández, Danvila del Valle, & Sastre Castillo, 2017) are regarded as organizational characteristics as well. There are much more organizational characteristics found in literature. Since they do not specifically match purchasing, they are out of the scope of this research and therefore not treated more in-depth. Two characteristics are treated in this research, to find out if there are possibly relationships between those factors and the type of tender board. Trent (2004) found out that the firm size is an organizational characteristics that plays a significant role in purchasing and supply management. Furthermore, in the field of purchasing the performance of organizations is an

²⁸ <https://www.entrepreneur.com/encyclopedia/advisory-boards>, retrieved on 09-01-2018.

²⁹ <https://ceriusexecutives.com/an-advisory-board-vs-board-directors-whats-difference/>, retrieved on 10-01-2018.

³⁰ <https://www.forbes.com/sites/forbescoachescouncil/2017/12/11/why-selecting-the-right-advisory-board-members-should-matter-to-your-organization/#3832d8cf6150>, retrieved on 10-01-2018.

important characteristic. The latter characteristic is determined by maturity (Maier, Moultrie, & Clarkson, 2012). There are many more characteristics to measure, but these two characteristics can be measured very well, that contribute to the reliability of this research. Both of these characteristics, and how to measure them, are elaborated further in the following sections.

4.5.1. Organization size

The size of an organization is an important measure in research, because it is mostly used as a comparison property (Ford & Slocum, 1977). The size of an organization can be defined in different ways. Namely, the size can be perceived as the performance of the organization, which can be measured as value of the company's revenues in euros (Latan et al., 2018). It can be measured with the number of people who are actually working at the company, and it can be measured in the full time-equivalent (FTE) as well (Child, 1972). According to Child (1972), this measure of size shows the influence of personnel and the influence of complexity and specialization on the variables that relate to size. Therefore, in this research the organization size is measured by the total number of people in the organization and the number of people in the purchasing department of the organization. With these two numbers the size of the purchasing department can be determined as a percentage of the total size of the organization. It is not hard to calculate those numbers: the size of the purchasing department should be divided by the size of the organization to calculate the ratio. So, in the in-depth interviews the size of the organization and the size of the purchasing department will be asked to calculate this ratio. With this measure, the influence from the size of the purchasing department can be set off against the number of people and the range of disciplines involved in tender boards. It can be set off against the number of projects and the complexity of the projects discussed in tender boards as well to find a relationship between those determining factors.

4.5.2. Maturity level

The purchasing department in an organization is very important when it comes to the contribution to the performance of the organization (Johannsen & Telgen, 2013). A good purchasing strategy ensures a reduction in costs, and that results in a relatively huge increase in the profit and performance of the organization.³¹ The impact of a purchasing department depends, among other things, on the level of maturity of that department. The more mature a department, the more developed the processes in that department. The model measuring the maturity of purchasing departments is the MSU-model that professor Monczka from the Michigan State University (MSU) has created (Monczka, 1999). To measure the maturity for purchasing departments in de public sector, this model is accustomed by NEVI and PIANOo into the MSU+-model³², which is displayed in appendix E. The scoring model from the MSU+-model is displayed in appendix F. Since tender boards are deployed in purchasing organizations to create a better performance and a more professional purchasing function, the maturity level of tender boards is taken into account in this research. For example, the municipality of Amsterdam deployed a tender board in their organization, because their purchasing department was not mature enough for the huge values that are involved in purchasing at the municipality. That means that the tender board contributes to the performance of the purchasing department and that the maturity of those departments is an important

³¹ <https://www.thebalancesmb.com/measuring-purchasing-performance-2221229>, retrieved on 04-06-2018.

³² <https://nevi.nl/sites/default/files/kennisdocument/STR-BEN-kre-005-bl.pdf>, retrieved on 24-01-2018.

aspect of the use of tender boards. So, the type of tender board can depend on the maturity level of the purchasing organization. Therefore, in this research the measure of the maturity level is discussed.

Each purchasing department of an organization has its own maturity level, what can be explained as a level of development of the purchasing function in the organization. Both MSU and MSU+ model are models that distinguish 14 different purchasing processes. The first eight processes are strategic processes and the last six processes are supporting processes. All 14 processes have their own level of maturity, scaled from 0 till 10, where 0 is the lowest level and 10 is the highest level of maturity. Because of the large number of different elements in the MSU model, more people from different departments are needed to support the complete model (Faber, Lamers, & Pieters, 2007). According to the objective of this research, only the processes that are involved in the process of tender boards are addressed, for example the development of commodity strategies. In this research all 14 processes are analyzed to find the maturity levels that fit to the tender board of the organizations. The maturity levels that do not fit, are therefore not taken into account. In table 4 and 5 the strategic and supporting processes are summed up, for each process the definition is given and the final column shows if the process is applicable for tender boards. If applicable, it is indicated by the color green and if not applicable, it is indicated by the color red. The explanation of the choice of applicability is given below the relevant table.

Table 1. Strategic processes of the MSU+ model applied to tender boards.³³

| | Strategic processes in MSU+ | Definition process³⁴ | Applicable in tender boards? |
|----|--|--|-------------------------------------|
| S1 | Insourcing/outsourcing | Outsourcing: Uitbesteden van activiteiten, waarbij deze activiteiten wel noodzakelijk zijn voor de productportfolio en/of de bedrijfsvoering en daarom bij derden worden ingekocht. Insourcing: het spiegelbeeld van outsourcing. | |
| S2 | Ontwikkelen van commodity artikelgroepstrategieën | Voor iedere artikelgroep een passende strategie opstellen, met onder andere karakteristieken van het product/proces, het inkoopbeleid en bijbehorende contractvormen. | |
| S3 | Opzetten van een world-class leveranciersbestand | Het juiste aantal en de meest geschikte leveranciers van een onderneming. Dit proces wordt optimaal gestuurd vanuit de artikelgroepstrategie. | |
| S4 | Ontwikkelen en managen van leveranciersrelaties | Gedifferentieerd leveranciersbestand met een daarop afgestemd beleid. Succesvolle leveranciersrelaties leiden tot een hoog niveau van coördinatie, vertrouwen en communicatie met zich mee, wat vooral geldt bij strategische relaties (partnerships, allianties). | |
| S5 | Integreren van leveranciers in product, proces en diensten | Kennis van externe leveranciers over product, proces en diensten maximaal integreren bij het maken van de inkoopspecificatie, ontwikkeling van nieuwe producten en in interne processen. | |

³³ <https://nevi.nl/sites/default/files/kennisdocument/STR-BEN-kre-005-bl.pdf>

³⁴ <https://nevi.nl/sites/default/files/kennisdocument/STR-BEN-kre-005-bl.pdf>

| | | | |
|----|--|--|--|
| S6 | Integreren van leveranciers in het orderrealisatieproces | Het proces van voorspellen, bestellen en leveren, dat de activiteiten bevat die ten grondslag liggen aan het simplificeren, standaardiseren en onderling afstemmen van deze processen. | |
| S7 | Leveranciersontwikkeling en kwaliteitsmanagement | Ontwikkeling van de vaardigheden en de prestaties van leveranciers. Het tempo waarin dit gebeurt heeft een belangrijke invloed op de concurrentiekracht van een bedrijf. | |
| S8 | Strategisch kostenmanagement | Identificeren van kosten en hun veroorzakers en de formulering en uitvoering van strategieën met als doel het bereiken van kostenreductie door de gehele keten. | |

The first strategic process is about in- and outsourcing in an organization. Before using the tender board, individuals within the organization already determined a certain strategy. So this process is not relevant for measuring the maturity of the tender board. The second strategic process in the MSU+-model is the development of commodity strategies. In a tender board is, among others, discussed if the purchasing plan and strategy that the purchaser will use for buying the product or service is in line with the general entrepreneurial strategy. So, with deployment of the tender board there will be a check on efficiency ('doelmatigheid') of the purchase (Kempen, 2018) and therefore it is a relevant strategic process for measuring the maturity level of the tender board.

In section 4.2. the process in which tender boards can be deployed is given. Based on empirical data the phases in which tender boards can be deployed are at the initial purchase plan of the organization, the strategy of purchasing, and when the documents are ready to publish. Hereby, the relation with the supplier is not, or little, taken into account. Because the selection of the supplier is after the publication of the documents, the strategic steps in which suppliers are involved, are not relevant for this research. For that reason, step 3 until step 7 are not taken into account. The last strategic process is the strategic cost management process. The reason why organizations use a tender board is to be able to purchase at a favorable price in line with the quality that the organization expects³⁵. This extra check by the tender boards may lead to better managing of costs. This process is therefore relevant for this research.

Table 2. Supporting processes of the MSU+ model applied to tender boards.

| | Supporting processes in MSU+ | Definition process ³⁶ | Applicable in tender boards? |
|----|---|---|------------------------------|
| O1 | Inrichten van wereldwijd geïntegreerde en afgestemde strategieën en plannen | Inkoopstrategieën moeten zijn afgeleid van de algemene ondernemersstrategie en zijn opgenomen in een inkoopactieplan. Dit onderdeel gaat in op de wijze waarop het inkoopactieplan wordt opgesteld en hoe ermee wordt omgegaan. | |

³⁵ <https://www.rai.nl/nl/leveranciers/rai-inkoop-organisatie/>

³⁶ <https://nevi.nl/sites/default/files/kennisdocument/STR-BEN-kre-005-bl.pdf>

| | | | |
|----|--|--|--|
| O2 | Ontwikkelen van organisatie- en teamstrategieën | De inrichting van een inkooporganisatie en de samenwerkingsvormen met andere disciplines, opdat de organisatiedoelstellingen maximaal worden gerealiseerd. | |
| O3 | Globalisering | Het organiseren van inkoopactiviteiten op wereld-, regionaal en lokaal niveau met het doel globale inkoopmogelijkheden te benutten dat kan leiden tot onder andere schaalvoordelen. | |
| O4 | Ontwikkelen van een inkoop- en supplychain meetsysteem | Het vormgeven van de inkoopprestatiemeting en hoe ermee wordt omgegaan om de mate waarin wordt bijgedragen aan de strategie en in hoeverre doelstellingen worden gerealiseerd. | |
| O5 | Ontwikkelen en implementeren van ondersteunende IS/IT systemen | Volledig geïntegreerde IS/IT systemen slaan bruggen tussen opeenvolgende schakels in de supply chain en zijn de basis voor het verbeteren en ontwikkelen van nieuwe producten of services. | |
| O6 | Personeelsontwikkeling en -training | Het beschrijven van het proces van identificatie van noodzakelijke kennis en vaardigheden voor de realisatie van ondernemings- en inkoopdoelstellingen tot en met de implementatie van de juiste competenties. | |

The first supporting process in the MSU+-model is about setting up globally integrated and coordinated strategies and plans. Some organizations use a tender calendar to see which tenders are coming the next period of time. Those plans are useful for the purchaser and the tender board to know which projects will come. The consideration for these projects is already done, so the goal of the tender board is to give advice on the tender and check if that is in line with the strategy of the organization. So, with deployment of the tender board there will be an extra check on efficiency ('doelmatigheid') of the purchase (Kempen, 2018). Hence, this process is relevant for this research to measure maturity. The next supporting process is the development of organization- and team strategies. This process is related to the previous process. The tender board in an organization takes care of advising purchasers in making purchase-decisions to achieve goals that are in line with the entrepreneurial strategy³⁷. Because the tender board is at the strategic level in the organization, members of tender boards ensure the total interests of the organization³⁸. Therefore, this process can be used to measure the maturity level of the tender process in organizations too. Then, globalization. It is defined in the MSU+-model as goal to exploit global purchasing opportunities that can lead to, among other things, economies of scale. Here, the goal of Dutch organizations is not to organize purchase activities on a global level, but to make sure the quality of the tenders increase. Hence, it is not a relevant process in this research, because a tender board does not focus on economies of scale, but on quality. The fourth supporting process is developing a purchase- and supply chain measuring system. Those systems may be important in the purchasing process, but are not developed in tender boards. The same holds for the fifth supporting process, the development of supporting IS and IT systems. Therefore, both processes are not relevant here. The sixth and final supporting process is about development and training of employees. The tender board does not help in developing employees. In the tender board, the members are already experts of purchasing. They might help purchasers in clarifying some choices and giving advice that is in line with the organizational strategy, but it is not the goal of a tender board to develop or train

³⁷ <https://www.pianoo.nl/sites/default/files/documents/documents/watiseentenderboard.pdf>

³⁸ <https://www.quintens.eu/wp-content/uploads/2017/12/Inkoop-Tenderboard.pdf>

employees. That does not mean that they cannot learn from each other, but in this research the development and training of employees is not a relevant process in measuring the maturity of tender boards.

The use of the level of maturity helps to compare this level with the type of tender board that is suitable for an organization. Hereby, the maturity levels are scaled from 0 to 10, where only one level per process can be chosen, based on a strict-step principle. For example, an organization never can end up in step four if it does not meet all requirements for step one, two and three.

Knowing the type of tender board and the maturity level of the tender board of the organization, the comparison is made to see if there are similarities in the maturity level of the tender board and the type of tender board that is deployed in the organization. This way of measuring the maturity level is used in the in-depth interviews, next to the pros and cons of tender boards that are treated in the in-depth interviews as well.

5. Inventory interviews

5.1. Results inventory interviews

In this section the results of the inventory interviews are specified. As mentioned in the third chapter, these inventory interviews are held within ten different Dutch organizations, both public and private, to find out which types of tender boards are currently existing in these organizations. There will be different types of tender boards, because there is no legislation in Europe on how to use tender boards, and each organization can give substance to their board in their own way. The current European Tender Law only describes that projects with a value above a certain threshold must be tendered according to this legislation³⁹. Based on the literature review in chapter 4, the question in the interviews are divided into five different dimensions of tender boards, which are phase, function, projects, documents and people. As mentioned before, in appendix A the questions are shown.

The answers for all five dimensions, given by the organizations, are presented in table 1 and table 2. Table 1 shows the answers per organization for each dimension. Table 2 is made by using the open coding method for the answers of the interviews. All given answers are summarized, ordered in the right position per determining factor (or dimension) and written down in the column of 'Participant's information'. To create the properties of the determining factors of tender boards, the participant's information is summarized again to make sure that all answers are covered in a concept. Those properties clarify the given answers and are more easy to interpret and to analyze.

Table 3. Answers inventory interview categorized by organization and dimension.

| | Process* | Function | Projects | Documents | People |
|--|----------|---|---|--|--|
| | | Adviserend. | Aanbestedingskalender. | Aanbestedingsstrategie, selectieleidraad, | 8, intern en extern, vaste samenstelling. |
| | | Adviserend. | Ondergrens (van 5 mln euro), en opening voor iedereen om langs te komen. | Aanvraagformulier, inkoopstrategie, selectiedocumenten, aanbestedingsstukken, gunningsdocument. | 3, intern, roulerende samenstelling (12 leden beschikbaar) |
| | | Bindend advies. | Complexiteit van het project. | Startnotitie, aanbestedingsstrategie, projectdocumentatie. | 6, intern, vaste samenstelling. |
| | | Bindend advies. | Op basis van de doelstellingsgebieden van de gemeente: social return, duurzaamheid, innovatie en versterken positie regionale bedrijven | Oplegagenda, aanbestedingsstukken (opdracht tot aanbestedingen, doelen van de opdracht, het proces). | 6, intern en extern, vaste samenstelling. |
| | | Besluitvormend. | Europese aanbesteding en onderhandse met hoog risico. | Projectplan, beschrijvend document, gunningsadvies, implementatie, evaluatie. | 10, intern, vaste samenstelling. |
| | | Bindend advies. | Volgens inkoopplan, inclusief contractmanagement. | Startnotitie, aanbestedingsstrategie inclusief plan van aanpak. | 9, intern, vaste samenstelling. |
| | | Adviserend. | Ondergrens (van 15 miljoen euro). | Inschrijfformulier, inkoopplan, aanbestedingsdocumenten. | 10, intern en extern, vaste samenstelling. |
| | | Zwaarwegend adviseren. | Alle Europese aanbestedingen. | Oplegbrief, aanbestedingsplan, selectieleidraad, pakket van eisen. | 6, intern, vaste samenstelling. |
| | | Adviserend, klankbord. | Alles komt langs de tender board. | Aanbestedingsstrategie, beschrijvend document. | 10-12, intern, geen vaste samenstelling. |
| | | Strategie: bindend advies Evaluatie: verantwoorden | Iedere aanbesteding wordt behandeld. | Productgroepstrategie, marktanalyse, doelstellingen, marktbenadering. | 5, intern, vaste samenstelling. |

³⁹ <https://eur-lex.europa.eu/legal-content/NL/TXT/?uri=celex%3A32014L0024>, retrieved on 28-12-2017.

Table 4. Open coding of the results from the inventory interviews.

| Determining factors | Participant's information | Properties |
|---------------------|--|---|
| Phase | Business plan, productgroep strategie, inkoopplan, plan van aanpak, inkoopstrategie, aanbestedingsstrategie, aanbestedingsstukken, gunning, evaluatie. | Vaststellen behoefte, bepalen plan en strategie, aanbestedingsstukken, gunningsfase, evaluatie. |
| Function | Adviserend, bindend, zwaarwegend advies, besluitvormend, beschikkend, beslissend, kennis delen, evaluatie. | Adviserend, zwaarwegend advies, dwingend besluit, evaluerend. |
| Projects | Complexiteit, inkoopjaarplan, Europese aanbesteding, ondergrens, aanbestedingskalender, contractmanagement, alle aanbestedingen, vrije inloop voor alle projecten onder drempel. Vergaderingen variëren van wekelijks 1 uur tot 1x per 2 maanden 3 uur. | Alle aanbestedingen, alles boven de Europese aanbestedingsgrens, complexe gevallen en adviesaanvragen beneden de Europese aanbestedingsgrens. |
| Documents | Adviesaanvraag, startnotitie, oplegbrief, behoefte, marktanalyse, inkoopstrategie, plan van aanpak, doelstellingen, marktbenadering, selectieleidraad, aanbestedingsstukken, contractstukken, beschrijvend document, programma van eisen, gunningsaanvraag. | Adviesaanvraag, aanbestedingsplan, selectieleidraad, gunningsdocument, evaluatie. |
| People | 10 (intern en extern), 10 (intern), 9 (intern), 5 (intern), 6 (intern), 6 (intern), 8 (intern en extern), 3 (intern, rotatie tussen 12 leden), 10-12 (intern, geen vaste samenstelling) | Varieert tussen 3 tot 12 leden, waarbij overal interne leden bij betrokken zijn met aanvulling van externe leden in sommige gevallen. |

All possible compositions per determining factor of a tender board can be seen in table 1 and table 2. A number of things stand out.

- The **phase** in which a tender board is deployed, differs per organization, but the tender process in every organizations is mostly the same. This process starts with determining what the organization needs to purchase, followed by making a purchase plan and a purchase strategy. Subsequently, the tender documents are made and published when they are finalized. Then, the selection of the supplier takes place: the supplier who wins the bid on the tender is chosen by the organization and finally, the evaluation of this tender process is done. In each of this six phases of the tender process, a tender board can be deployed to support and give advice to the organization or the purchaser to make decisions on the tender. Figure 4 shows the subdivision per organization in deploying their tender boards in the different phases of the tendering process. All organizations agreed that a tender board is most useful at the beginning of the tender process, because the possibility to adjust a tender and the documents is the easiest at that point. When you are further in the process, an adjustment is more difficult to make.

| | Inkoop behoefte | Inkoop plan | Aanbest. strategie | Aanbest. stukken | Gunning | Evaluatie |
|--|--------------------|----------------|-----------------------|---------------------|---------|-----------|
| | | | X | X | | |
| | | | X | X | X | |
| | | | | X | | |
| | | | | X | | |
| | | X | X | X | X | |
| | X | X | X | | | |
| | | X | | | | |
| | | X | X | | | |
| | | | X | X | X | |
| | X | X | X | | | X |

Figure 4. Results of Dutch organizations and their deployment of tender boards in the tender process.

- The **function** of a tender board can differ per phase of the process and per organization. In the first five phases of the tender process, the functions are either advising or decision-making. Only in the sixth phase, evaluation of the selection and the tender process, the function is, logically, not advising or decision-making, because the decision is already made, but the function is evaluating.
- The different **projects** that are discussed in tender boards vary from all projects in the organization, to projects with a value above a certain threshold, till only selected projects based on the strategy of the organization. For example projects with political risks of damage have to be discussed in the tender board before publishing the tender.
- **Documents** that are used by purchasers and discussed in tender boards are in every phase of the process mostly the same. Sometimes the names of those documents differ per organization, but the content of the documents is the same.
- There is a big difference per organization in the number of **people** who are involved in tender boards. In the sample, this number varies from a minimum of three to a maximum 12. Also a difference in tender boards is the use of both internal and external experts in some organizations and in most of the cases only internal experts are involved. Besides, most organizations use a fixed composition in their tender boards and there are some organizations that have a changing composition.

5.2. Composition of the framework

The results from the inventory interviews are used to create a framework, which is a visualization of the division of different types of tender boards. A scheme with the answers is set up, which is shown in appendix D. This scheme describes a deviation from all answers from the inventory interviews per phase

in which the tender board is deployed and per tender board function. Those two determining factors are chosen, because these factors have for each organization the same possibilities. With that information, a clear distinction between all determining factors is visible.

According to Schotanus and Telgen (2007), who developed the Highway matrix with all possibilities for organizational forms of cooperative purchasing, the factors with the highest variation in the possible answers are used. Since the documents are mostly standard documents in organizations that use tender boards, a deviation is hard to make and therefore it is not a good factor to use in the matrix where all types of tender boards have to be shown. For that reason, the two most varying determining factors are the projects that are discussed in tender boards and the people in tender boards are used for the composition of the framework. Because of those reasons, the framework that can be made with the results from the inventory interviews is shown in figure 5.

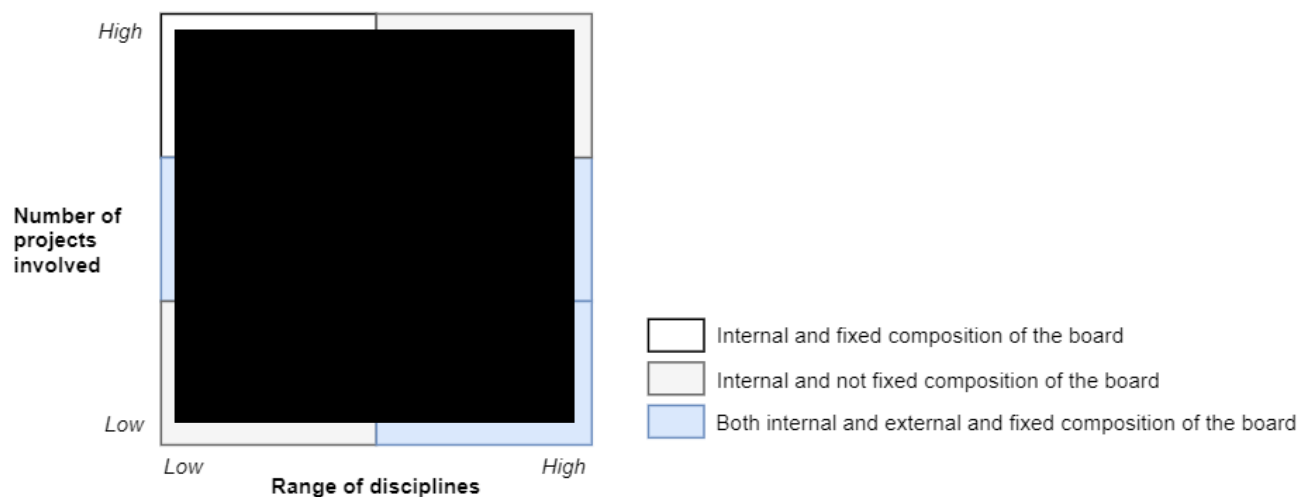


Figure 5. Framework with the distribution of the Dutch organizations that currently deploy tender boards.

The X-axis shows the range of disciplines involved in the tender board. This range of disciplines is derived from the number of people that participate in a tender board, where the higher number of people indicate a higher range of disciplines. In organizations where no more than two disciplines are represented, the range of disciplines in the tender board is low. In organizations where more than two disciplines are represented, for example purchasing, legal, finance and HR, the range of disciplines is high. To make sure the range of disciplines is correct derived from the number of people, the range of disciplines in the tender board is confirmed in the in-depth interviews. The Y-axis shows the number of projects involved in the tender board. This does not refer to the specific amount of projects that are discussed, but it refers to the amount of projects that are discussed in the tender board in comparison to all projects that are done in the organization. The number of projects is divided into three different possibilities: low, medium, and high. The number of projects is low, when only the projects with a value above the threshold in the tender law are discussed. These projects are obligatory to publish online and for that reason if organizations only deploy tender boards for those projects, the number of projects that are discussed in tender boards is low.

A medium number of projects is discussed when next to the projects with a value above the thresholds are discussed, as well as extra projects that are for example a value below the threshold but have certain risks involved. The number of projects is high, when all projects that are tendered by the organization are discussed in the tender board.

The colors in the figure visualize the difference in organizations that use both internal and external members in their tender board. Additionally, the colors show the place in the framework of tender boards that have no fixed composition of people. In this way, all information of organizations that currently deploy tender boards regarding the people involved in tender boards, is shown.

What can be concluded out of the division in figure 5, is that only tender boards with low range of disciplines and low number of projects and tender boards with a high range of disciplines and a high number of projects do not have a fixed composition. Furthermore, there are no external experts involved if all projects are discussed in tender board. This holds for both a low range of disciplines and a high range of disciplines.

5.3. Positioning of types of tender boards in the framework

The positioning of the types of tender boards is first executed by classifying the different sorts of organizations, based on the information gained from the inventory interviews. In figure 6 the classification of both public and private organizations that deploy tender boards is shown.

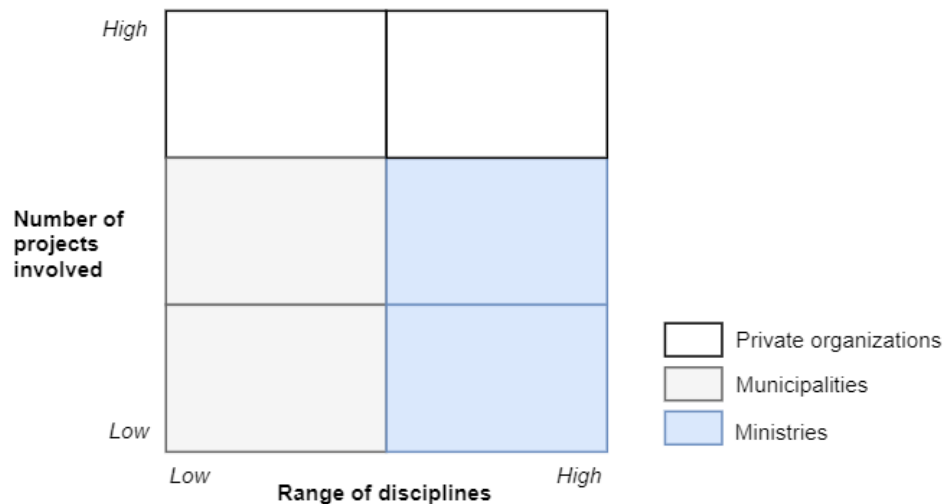


Figure 6. Framework with distribution of public and private organizations that deploy tender boards.

Figure 6 shows a very clear distinction between private and public organizations. Private organizations are classified in the upper row where all projects are discussed in the tender board. The public organizations do not occur in the upper row of the framework, according to the inventory interviews. Public organizations mainly discuss projects that have a value above the thresholds in the tender law and discuss projects that may have values below the threshold but are worth discussing in the tender board, for

example for strategic reasons like tenders with political damage risk. The deviation in low, medium and high number of projects is made, because those answers were given by all organizations that are interviewed at the inventory interview. The deviation from public organizations in municipalities and ministries is based on the data from the inventory interviews as well. The distinction in public organizations is again very clear because municipalities have a low range of disciplines in their tender boards, where ministries have a high range of disciplines in their tender boards.

The framework is not a decision framework, which means that the position in the framework an organization can have, is neither a good nor a bad position. A possibility for the positioning of an organization in the framework, may depend on more characteristics than the determining factors of tender boards only. Characteristics of organizations can play a role as well. For example, the size of the organization can play a role in the composition of the tender board (Kroese et al., 2009; Wendy Phillips, John Warrington, 2004), because larger organizations may have more disciplines than smaller organizations. That is one factor that might explain why organizations are classified in a low range of disciplines or in a high range of disciplines. Another variable can be the time spent on discussing projects in a tender board. The results from the inventory interviews, where the answers are elaborated in appendix D, show that the range of time spent on a meeting with a tender board varies from 21 hours per year to 78 hours per year. By logical reasoning, the more time spent on one project, the less projects one can discuss in one meeting.

6. In-depth interviews

In the in-depth interviews 24 people from 12 organizations are involved. Each organization has two members of tender boards available to contribute to the interviews. The framework, including the types of tender boards based on the inventory interviews, is analyzed to find more possible features of organizations and tender boards. In the following sections the pros and cons of tender boards are discussed, followed by the consideration of respectively time spent in tender board meetings, and the two organizational characteristics: the size of the organization and the maturity level of tender boards.

6.1. Pros and cons of the deployment of tender boards

In the in-depth interviews all organizations are firstly asked to confirm the process of the tender board, which is based on the answers in the inventory interviews. On the confirmation of the tendering process 77% of the organizations agreed, the other 23% did not agree. The organizations did not agree to the tendering process because their purchasing plan and the tender strategy are combined into one process. For that reason, the tendering process, that is shown in figure 4, can be seen as the extended version of the tendering process in Dutch organizations, that is used in all organizations that do tender.

Secondly, the pros and cons of the current use of tender boards is regarded in the in-depth interviews. Furthermore, the deployment of tender boards in the different phases is discussed, as well as the different disciplines that are involved in tender boards, and the time spent in the tender board meetings. All pros and cons of using tender boards in organizations are shown in the coding scheme in table 3. The pros in the schedule can be the cons for the opposite of the determining factor.

Table 5. Coding of the pros and cons of the use of tender boards.

| Determining factors in the framework | Participant's information | Properties |
|--------------------------------------|--|--|
| High number of projects | Minimalizing risks of tenders, clear rules, higher quality, equality in the projects, learning effect, tender board is seen as an authority. | Minimizing risks, higher quality, learning effect. |
| Low number of projects | Efficiency, use of tender board results in slower and delaying process, too much projects decreases the added value of a tender board. | Efficiency, lead time. |
| High range of disciplines | Inspiration, innovation, more experience and expertise involved, objectivity, avoidance tunnel vision, comfort if sensitive projects are treated, more knowledge, high learning effect, questions can be answered immediately because knowledge is present, departments are represented, more chance of high quality documents, creating support | More experience and expertise, learning effect, objectivity. |
| Low range of disciplines | Useful when projects have a limited complexity, inefficient, balance between the project team and the members of tender boards, higher accessibility, less heavier consensus formation, easier to plan, expertise is already in the project teams. | Balance between project team and tender board members, higher accessibility. |

With regard to table 3 the pros and cons per determining factor in the framework are explained. Organizations choose to use a tender board with a high number of projects because of the learning effect per project, the minimization of risks in projects and because of the higher quality of tenders. If, at the same time, there is a high range of disciplines involved, the learning effect will be even higher. There are more departments represented that leads to more expertise and experience in the tender board, more objectivity and a higher learning effect. The advantages for having a low number of projects, in contrast to a high number of projects, have to do with the efficiency in the tender process. For each project where a tender board have to give advice or make decisions, takes extra time. For that reason, the lead time is considerably lower if not all projects have to be treated in a tender board. A lower range of disciplines in the tender board leads to a better balance between the project team and the tender board members. In that way it is easier to access the tender board.

6.2. Relation with time spent in tender board meetings

In addition to the previous results, the time spent in meetings is taken into account as well. In the in-depth interviews the time spent per project differs from discussing one projects per hour, where other organizations discusses four to six projects per hour. For that reason some meetings take one hour, while others take up to three hours. To compare the different times spent per meeting per organization, the time spent per year is calculated and displayed in figure 8. The blue boxes show an average time spent of 48 hours per year, the grey box 36 hours per year and the white box 24 hours per year.

The most time is spent in tender board meetings where a low range of disciplines are involved. The left side of the framework shows a higher average spent in hours than the right side of the framework with the higher range of disciplines. The reason for that is with a lower range of disciplines involved there is less knowledge than with a higher range of disciplines involved and that might raise questions that cannot be answered immediately in the tender board meeting and have to be discussed more extensively. The least time spent in tender board meetings is when there is a high range of disciplines involved in the tender board and a low number of projects is discussed. The knowledge is already in the tender board, the learning effect is high and that results in fewer time spent in the meetings.

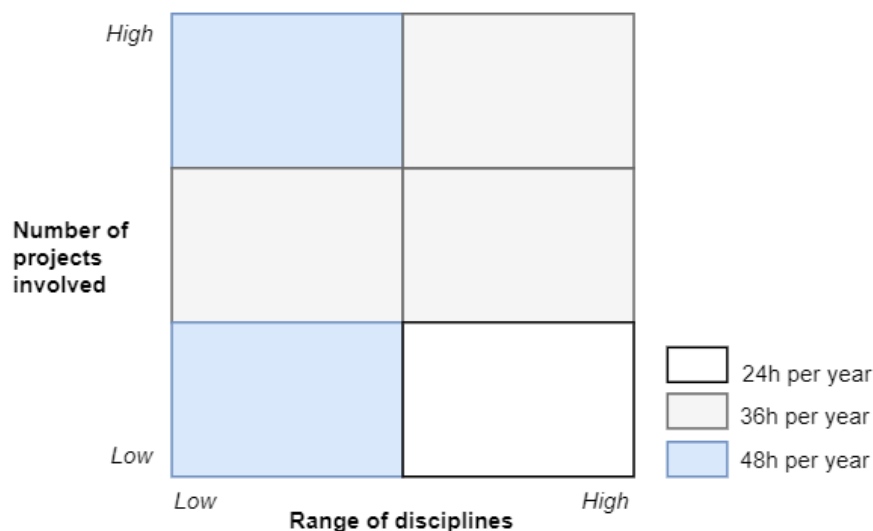


Figure 7. Time spent in tender board meetings positioned in the framework.

6.3. Organizational characteristics

As mentioned in the literature review, the size and maturity level of organizations are organizational characteristics that are treated in this research for finding a possible relationship to the deployment of different types of tender boards. The size can have an influence on the number of people and disciplines that are involved in the tender boards, for example. The goal of deploying a tender board is to professionalize the purchasing- and the tendering process in an organization. Hence, the level of professionalism of an organization is important as well, which can be measured by the maturity level of an organization. According to Schiele (2007), maturity reflects inter-firm differences, which are important in the framework where difference in organizations are used to classify the types of tender boards. The more mature an organization, the more experience with purchasing and tendering it might have, the more professional the organization is. And that influences the range of disciplines and the number of projects discussed in the tender board. The results of both characteristics are explained in the following sections.

6.3.1. Relation with the size of the organization

The size of the purchasing department in comparison to the size of the total organization might explain the number of projects a tender board discusses and explains the range of disciplines. In the in-depth interviews the size of the organization is asked to be able to find the possible relationships. The results can be found in figure 7. In this figure the number describes the percentage of the size of the purchasing department in comparison with the size of the organization. The difference in the fixed or not-fixed composition of the tender board is shown through different colors, where the blue color shows the not-fixed composition and the white color shows the tender boards with a fixed composition. A clear pattern can be found when looking at the figure, that is shown by the arrow. The higher the range of disciplines, the lower the size of the purchasing department in comparison to the size of the organization gets, following the arrow. It declines even more when the number of projects is declining as well. Those tender boards are all tender boards with a fixed composition of the members. The not-fixed tender boards have the lowest ratio of purchasing department-size in comparison to the size of the total organization.

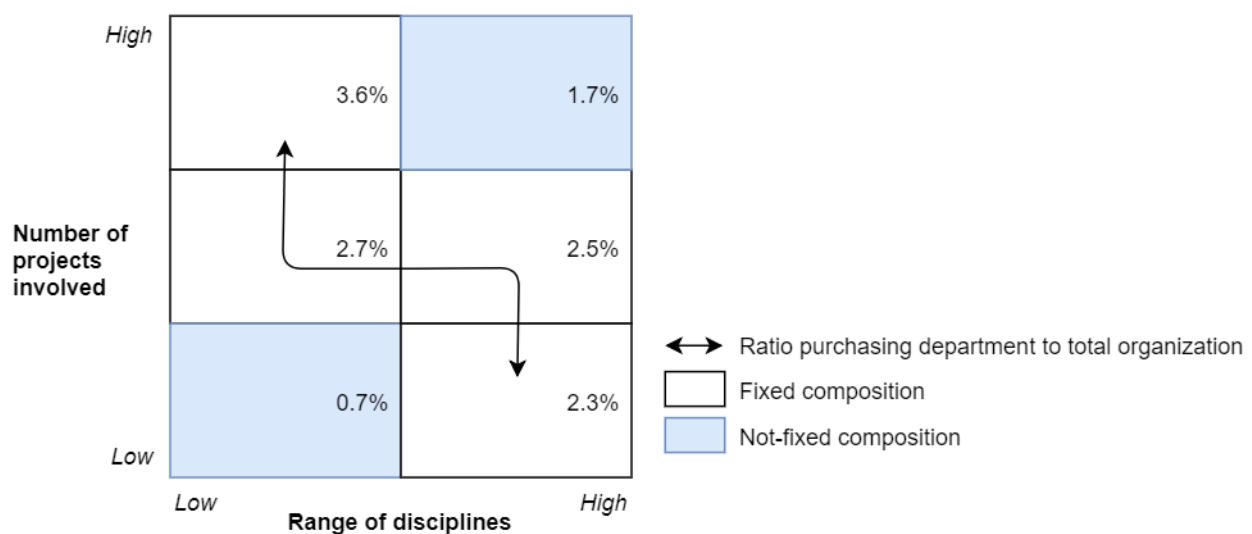


Figure 8. Size of purchasing department to size of total organization positioned in framework.

The not fixed composition of the tender board have the lowest ratio, probably because of the low number of people in the purchasing department it is necessary to have enough people involved in the tender board. Therefore, a change in the composition of the board is needed. The highest involvement of a purchasing department is in organizations with a tender board that has a high number of projects and a low range of disciplines. If, for example, only procurement as a discipline is involved in a tender board, and all projects are discussed, the involvement from the procurement department has to be high. But overall, little differences are found, so no substantial conclusions can be drawn from this data.

6.3.2. Relation with maturity level of the purchasing department

The organizations that are in-depth interviewed, are scaled into one of the stages of the MSU+-model, as described in appendix F. To compare the maturity level of the organizations with their position in the framework, the respondents of the organizations firstly are asked to place themselves in a certain position in the framework. The possible positions are represented with numbers, as depicted in figure 9. Hereby, an extra check is executed so that the organizations, that are interviewed at the inventory interview, show equal answers in the in-depth interviews. In all cases they positioned themselves in the right spot, what shows the reliability of the method.

In the in-depth interviews four ‘new’ organizations are found to participate, in other words: these organizations did not participate in the inventory interviews. For these organizations the question to place their tender board in the framework is asked. This resulted in the same categorization as we saw before in figure 6. The private organizations positioned themselves in the numbers one and four and the public organization (such as a ministry) positioned itself in position 5, where all ministries were positioned before. So, all organizations match with the types of tender boards in the framework based on the number of projects that are involved in their tender boards and the range of disciplines in the tender board.

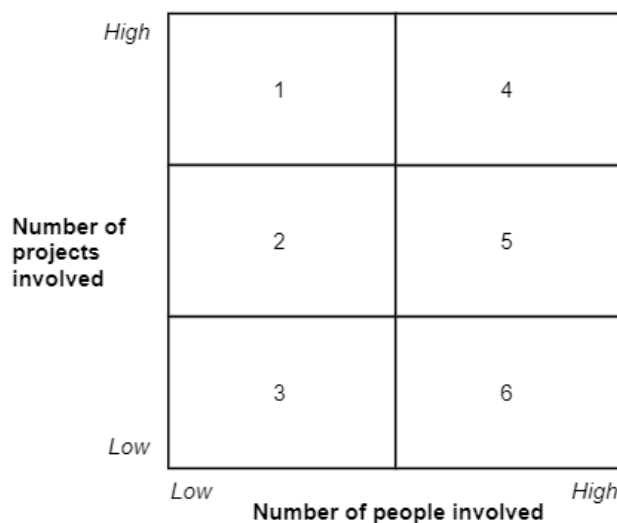


Figure 9. Possible positions of organizations in the framework.

Table 6. Position per organization in the framework and corresponding stages in the processes from the MSU+-model.

| Organization | Position in framework | MSU+-model process | | | |
|--------------|-----------------------|--------------------|-----------------|-----------------|-----------------------|
| | | Commodity strategy | Cost management | Purchase policy | Purchase organization |
| | 1 | 1 | 8 | 9 | 9 |
| | 1 | 2 | 5 | 5 | 6 |
| | 2 | 3 | 4 | 7 | 5 |
| | 2 | 6 | 2 | 6 | 4 |
| | 3 | 5 | 2 | 9 | 7 |
| | 4 | 2 | 5 | 5 | 7 |
| | 4 | 2 | 4 | 3 | 4 |
| | 5 | 4 | 1 | 4 | 6 |
| | 5 | 5 | 3 | 3 | 5 |
| | 5 | 3 | 2 | 5 | 5 |
| | 6 | 4 | 3 | 4 | 5 |
| | 6 | 2 | 3 | 4 | 5 |

In table 6 the results of the positioning of the organizations in the framework and the score on the maturity level per process is shown. Not one organization scores exactly the same on each of the four processes in comparison to another organization. For that reason, the highest and the lowest scores are highlighted in the table. The blue boxes in the table refer to the lowest score per organization and the grey boxes show the highest score per organization. The definition of the scores can be found in appendix F, where a different scoring form with explanation per process is available. When comparing the blue and the grey boxes a pattern is found. On average, the interviewed organizations score the lowest on the commodity strategy and the cost management processes, that both are strategic processes. The score on average for each organization on these strategic processes is 2 (see again the definition of the scores in appendix F). This means that the focus for the commodity strategy process is on the internal client and the short term strategy. Improving to a longer term strategy and knowledge of the structure and development of the supplier market will lead to an increase in the maturity level for this process. The maturity level of the process of cost management is on the level of total cost of ownership. This means that organizations take the expected costs into account during the total life cycle of the purchase. This is a low average and can be improved by take internal programs for cost reduction into account as well as stimulating suppliers for this cost reduction as well. On the other hand, the highest scores are in the purchase policy and the purchase organization, that both are supporting processes in the MSU+-model. The average level on purchase policy is 7, which means that the purchase policy is internally organized very well, but can be improved by including the external environment as well. The maturity level of the purchase organization on average scores 6. The establishment of the purchasing organization and the collaboration within the organizations with other disciplines is going well, but does not show collaboration with higher levels in the organization. The improvement in this process is for example to scale up the collaboration in the purchasing process to the corporate level.

When comparing the results with the possible positions in the framework, on the one hand private organizations (marked with numbers one and four) score the lowest on commodity strategy. That is

probably because private organizations are specialized in some type of products or services, so the possibility to improve or come up with new products is not on a high and mature level. On the other hand public organizations (marked with numbers two, three, five and six) mostly score lowest on cost management. Here, a difference in scores for ministries or municipalities is not visible based on these results. A reason for public organizations to score low on cost management, might be because of budgets that are set and the people who practice and do operational tasks in the organization cannot influence those budgets and have to deal with it. Private organizations score the highest on purchasing organization and public organizations have a higher maturity level on both purchasing policy and purchasing organization, because they have a broader scope to do purchasing. So the purchasing policy and -organization are determined more in detail. Despite, differences in scores for ministries and municipalities are clear on the highest scores of maturity. Ministries score the highest on purchase organization and municipalities have the highest level of maturity on purchase policy. Ministries in the Netherlands score the highest with their maturity level on purchase organization, because they translate their policy to municipalities on a local level. For that reason, ministries can improve their maturity by collaborate on a more corporate level. Municipalities score the highest on determining a purchase policy, because their policy is largely derived from the national purchase policy which they have to conduct.⁴⁰

⁴⁰ <https://www.rijksoverheid.nl/onderwerpen/gemeenten/taken-gemeente>, retrieved on 28-06-2018.

7. Conclusion

7.1. Conclusion

The goal of this research is to create a framework with different forms of tender boards that currently exist in Dutch organizations. With this framework Dutch organizations are provided with a guide for implementing a suitable type of tender board. For that reason, Dutch organizations that deploy tender boards in their organization are interviewed to make an inventory of all forms of tender boards that already exist within organizations. Firstly, an inventory interview is held with 10 organizations that deploy tender boards to find and describe the types of tender boards to create a framework. Secondly, in-depth interviews are held with members of tender boards from 12 different organizations to get more details on why certain types of tender boards are deployed and what pros and cons are for each type of tender board. Also organizational characteristics, such as size of the organization and maturity level of the purchasing department are taken into account. The goal is to find out if they play a role in the positioning of a tender board in an organization as well. With this information the following research question can be answered:

‘What type of tender board is suitable for different public organizations to professionalize tenders and what are the advantages and disadvantages for each type of tender board?’

This research question is divided in three sub-questions. The first question is answered with the data from the inventory interviews to find out how tender boards look like and what forms of tender boards are used nowadays. The last two sub-questions are answered with the results from the in-depth interviews to find out what the advantages and disadvantages of the types of tender boards are and which type of tender board suits the best per organization.

To start with the different types of tender boards, the literature review came up with five determining factors of tender boards, to mention: phases, functions, projects, documents and people. This research focusses mainly on tender boards from different public organizations, but uses private organizations as reference materials, as well in the interviews. The conclusions that can be drawn from the data collection are categorized per determining factor and are as follows: organizations follow the **phases** from the tender process before publishing the tender. The correct sequence of the phases are as follows: purchasing need, purchasing plan, tender strategy, tender documents, awarding and evaluation. Private organizations deploy tender boards in all stages, where public organizations use tender boards mostly in the stages purchasing plan, tender strategy and tender documents. For the **functions**, those are either decision making or advising. There is no clear difference per type of organization. Moreover, differences are found in the number of **projects** that are discussed in tender boards. Results show that private organizations involve all projects and public organizations involve either medium and low number of projects in tender boards. If not all projects, but more than only the requirement of projects that have a value above the threshold, mentioned in the tender law (or internally determined), a medium number of projects is involved. Low number of projects are involved when only projects with a value above the thresholds are discussed in tender boards. Then, in each phase of the tender process another **document** is discussed. All organizations use the same documents in each phase. If a tender board has meetings not in all phases, sometimes more documents are discussed together. Furthermore, no differences are seen in documents per type of organization. The last determining factor, **people**, shows again more variance. The number of people in tender boards in public organizations is lower in municipalities than in ministries. There is no clear pattern for private organizations. There is no clear difference in internal and external members as well, because organizations have their own reasons to choose whether to involve external members or

not. For example, when the knowledge is already in the organization, organizations choose not to involve external experts. According to the data of this research, the higher the number of people involved in the tender boards, the higher the range of disciplines involved as well.

So, the main differences in type of tender boards are found in the projects that are discussed and the people who are involved in tender boards. Those differences are combined in a framework with the results from the interviews, visible in figure 10. The framework is made to show the different types of tender boards and the positioning of the different types of organizations. Private organizations deploy tender boards for all projects in their organizations, while public organizations deploy tender boards for a selection of their projects. Differences in public organizations are found based on the range of disciplines involved in tender boards. At municipalities the range of disciplines is low, that means that one or two different disciplines are involved. In tender boards from ministries, more than two disciplines are involved. This might be the case because in ministries the scope of tenders is broader than for municipalities and that might have more impact on different disciplines. Therefore, more disciplines have to be involved before making decisions on how to publish a tender.

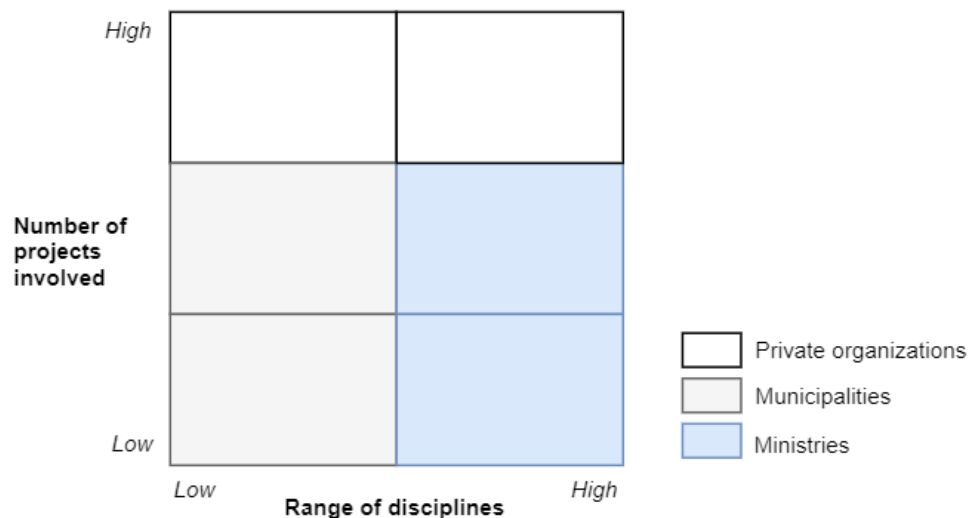


Figure 10. Framework with distribution of public and private organizations that deploy tender boards.

Advantages of having a tender board with involvement of a high number of projects are (1) minimizing risks of projects, (2) gaining higher quality of all projects and (3) creating a learning effect based on experiences from previous tenders. Private organizations do not have extended policies that describe how to act in a specific situation and therefore they treat a high number of projects in their tender boards. Advantages of low number of projects involved in tender boards is the efficiency and a quicker lead time in the tender process, because not all projects go via the tender board before they are published. Public organizations involve a lower number of projects, because in their policies most of the strategy is already known and is directly applied to the tender and needs no further discussion in the tender board. For the range of disciplines, there are advantages as well. A high range of disciplines is useful for the learning effect and the objectivity of discussing tenders. On the other hand, low range of disciplines create a higher accessibility and a better balance between the project team and the tender board members, because the

number of people in the project teams and in the tender board are more or less equal. Both organizations, public and private, deploy tender boards with differences in range of disciplines.

The organizational characteristics size of the organization and maturity level are taken into account to find out if they play a role in the type of tender board that is deployed in organizations. For the first organizational characteristic 'size' is used, that is measured by the number of people working at the organization. The data in this research found very small differences per type of tender board. So, no convincing conclusions are reached. The characteristic 'maturity level' show more substantial differences. Overall, the maturity level of commodity strategy and cost management in organizations that deploy tender boards is low and the maturity level of purchase policy and purchase organization is high. Private organizations score lowest on commodity strategy and highest on purchasing organization. Public organizations score lowest on cost management. Ministries score highest on purchase organization and municipalities score highest on purchase policy. This are logical conclusions, because the maturity level is focused on only the levels that are useful for tender boards, and a policy has to be derived from the national strategy and therefore the maturity level is high on purchase policy for municipalities.

7.2. Practical implications

The empirical findings in this research are used to create a framework that Dutch public organizations can use when deploying tender boards in their tender process. With this framework, the type of organization determines what projects can be involved in tender boards and the range of disciplines involved in tender boards. The interpretation of the determining factors depend on the strategy of the organization. For example, an organization that wants the fastest lead time in a tender should not use the tender board in many phases, because that will delay the process. So, each organization needs to think how to deploy the tender boards, after knowing roughly which type of tender board they will deploy.

To familiarize organizations of the possibilities of deploying a tender board, a presentation of the results of this research can be done at the tender boards knowledge sessions from NEVI. Organizations that consider the deployment of a tender board can be guided with the framework on how to set up a tender board, based on the type of organization they have. Furthermore, the organizations have the opportunity to talk with each other about their experiences and their establishment of tender boards to learn from each other.

Furthermore, organizations that are willing to deploy tender boards in their organization, can use the determining factors and the framework to have a direction on the type of tender board to deploy. For example, the municipality of Berkelland asked us to give advice on which type of tender board to deploy and help with implementing a tender board in their organization. After four interviews with purchasers and the managing director, an advise is given on how to deploy their tender board with the help of the determining factors and the framework. Since this is a recent example, the implementation is still going on, but it shows the possibilities of the results from this research.

7.3. Limitations

This is one of the first studies that regards the deployment of tender boards in Dutch public organizations. Research on this subject is in minority, and not all public organizations currently deploy tender boards. For

that reason, it is not exactly known how the sample size relates to the population. As a result, the conclusions of this research might be less generalizable to all Dutch organizations. In addition, the in-depth interviews were structured, what might have caused a certain direction that organizations had to go when answering the questions. Because there is little research done on this subject, it could be an option not to restrict organizations in the questions they have got. Until now, there was no clear guide for organizations on how to deploy tender board and for that reason, the use of semi-structured interviews might have resulted in more broader view of organizations on advantages, disadvantages, improvements and the influence of the maturity level on tender boards.

7.4. Future recommendations

This study provides a foundation for future research. First of all, an additional research can be carried out to get a better understanding of the use of tender boards. In this additional research, more factors that relate to the deployment of tender boards should take into account. To elaborate further on more factors, like organizational characteristics such as performance of the organization, is the organization a family company, etcetera, the framework can get more specific for more different types of organizations. For example: does the complexity of a project relate to the range of disciplines in a tender board?

Moreover, in this research organizations are interviewed that deploy tender boards already, but there are no organizations involved that are not deploying tender boards. To find out why those organizations are not deploying tender boards, may result in more reasons why to deploy a tender board or not and the influence from using tender boards in the professionalization of the tender process.

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Appendices

Appendix A. Questions inventory interview per dimension

Fases

- Voor welke organisaties zit u in een tender board?
- Hoe ziet het aanbestedingsproces er op dit moment uit in deze organisatie?
- Op welke momenten in dit proces wordt een tender board ingezet?
- Hoe vaak wordt een tender board per jaar ingezet? Hoe lang duurt zo'n sessie?

Functies

- Hoe is het gebruik van een tender board ontstaan?
- Wie heeft het opgericht en is deze persoon nog steeds betrokken bij het inzetten van de tender board?
- Welke functie heeft de tender board in iedere fase van het proces?
- Heeft in iedere fase wanneer een tender board wordt ingezet deze board dezelfde functie?

Projecten

- Welke projecten/aanbestedingen worden er in de tender board besproken?
- Hoe komen deze projecten in een tender board? Wordt dit door iemand aangevraagd? Of gebeurt dit op een andere wijze?
- Vanaf welke grootte wordt een project/tender in een tender board behandeld?

Documenten

- Welke documenten zijn er benodigd om in een tender board besproken te worden?
- Worden deze ingeleverd door de opdrachtgever? Welke wel/niet?
- Zijn er standaarddocumenten voor?
- Verschilt het per fase waarin een tender board wordt gebruikt, welke documenten er aangeleverd moeten worden en besproken worden? Zo ja, waarom? Waar ligt dat aan?

Mensen

- Hoeveel mensen zitten er in een tender board?
- Is dit per fase waarin een tender board wordt gebruikt gelijk? Hetzelfde aantal? Dezelfde mensen?
- Wanneer kom je in aanmerking om in een tender board deel te nemen?
- Vanuit welk kennisgebied zitten mensen in een tender board?

Overig

- Heeft u verder nog punten die ik volgens u nog niet heb behandeld om het functioneren van een tender board te kunnen beschrijven?

Appendix B. Questions in-depth interview

Organisatie:

- Voor welke organisatie bent u actief (geweest) in een tender board?
- Hoeveel medewerkers telt de organisatie waarin u werkzaam bent?
- Hoeveel medewerkers telt de inkoopafdeling van de organisatie waarin u werkzaam bent?

Controlevraag aanbestedingsproces:

- Komt dit aanbestedingsproces overeen met het proces in de organisatie waarin u werkzaam bent?
- Zo nee, hoe ziet het aanbestedingsproces er in uw organisatie uit?

Aanbestedingsproces:

- In welk van de stappen, uit het hierboven weergegeven proces, wordt in de organisatie waarin u werkzaam bent een tender board ingezet?
- Wat is het succes of wat is het voordeel van het gebruiken van de tender board in deze stappen in het proces?
- Is er een nadeel van het gebruiken van een tender board in deze stappen? Zo ja, in welke stappen en waarom?
- Indien niet in iedere processtap een tender board wordt ingezet, waarom wordt dit niet gedaan?
- Wat zou de toegevoegde waarde zijn om tender board in meer processen op te nemen dan nu wordt gedaan en waarom?
- Wat zou de toegevoegde waarde zijn om een tender board in minder processen op te nemen dan nu wordt gedaan en waarom?
- In welke stap van het proces is het in deze organisatie volgens u het meest belangrijk om van een gebruik te maken en waarom deze stap?

Functioneren van de tender board:

- Hoeveel verschillende afdelingen of verschillende disciplines zijn betrokken in de tender board?
- Vindt u dat er meer of minder deelnemers in een tender board moeten deelnemen? Waarom?
- Zijn er in deze tender board externe deskundigen betrokken? Waarom wel of niet?
- Wordt er op dit moment voldoende tijd ingepland voor een vergadering of bijeenkomst van een tender board om alle benodigde aanbestedingen of projecten te behandelen? Waarom wel/niet?
- Zouden er volgens u meer, dan wel minder projecten in een vergadering van een tender board behandeld moeten worden? Waarom en welke projecten zouden dan wel/niet meer behandeld moeten worden?

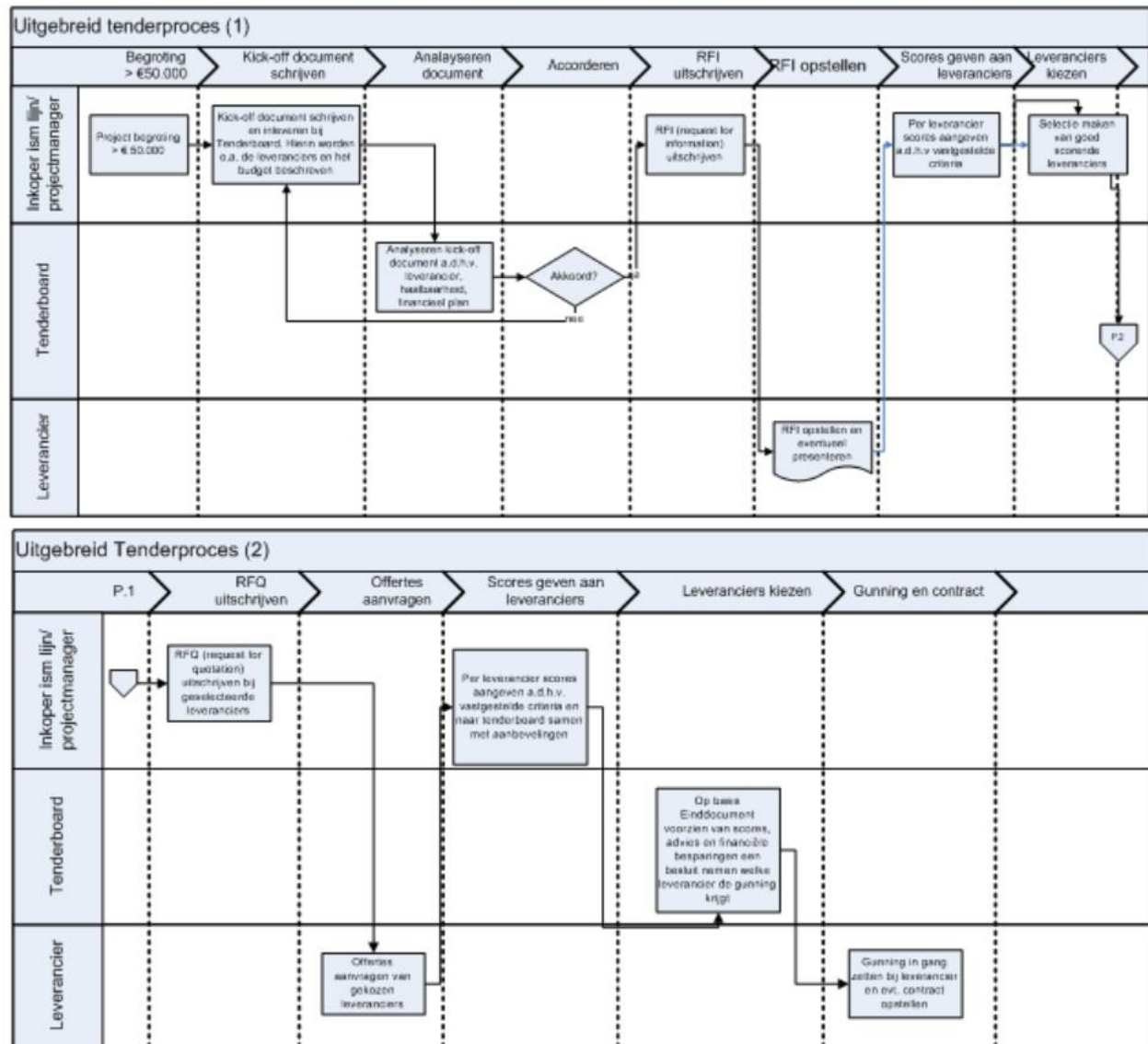
Matrix:

- In welk vak in de matrix is de tender board in uw organisatie in te schalen? Kies 1 vak.
- Welke redenatie heeft u voor uw keuze?

Maturity level:

- Op welk niveau kunt u de tender board van de organisatie waarin u werkzaam bent beoordelen voor het proces 'Ontwikkelen van commodity artikelgroepstrategieen'?
- Op welk niveau kunt u de tender board van de organisatie waarin u werkzaam bent beoordelen voor het proces 'Strategisch kostenmanagement'?
- Op welk niveau kunt u de tender board van de organisatie waarin u werkzaam bent beoordelen voor het proces 'Vaststellen van plannen en beleid voor inkoop'?
- Op welk niveau kunt u de tender board van de organisatie waarin u werkzaam bent beoordelen voor het proces 'Inrichting van de inkooporganisatie'?

Appendix C. Tender process of Dutch private organization



Appendix D. Division answers inventory interviews in function and phases of tender boards

| | | Inkoopbehoefte en -plan | Aanbestedingsstrategie en -stukken | Gunning en evaluatie |
|------------------------|------------------|--|--|--|
| <i>Adviserend</i> | Projects | Ondergrens van 15 mln euro (RWS) | Aanbestedingskalender (Politie) Alle aanvragen (Significant) Ondergrens van 5 mln (gem. Amsterdam) | Iedere aanbesteding (Unica) Alle aanvragen (Significant) Ondergrens van 5 mln (gem. Amsterdam) |
| | Time | 7x per jaar, 3 uur (RWS) = 21h | 1x per maand, 3 uur (Politie) = 36h 2x per maand, 1.5 uur (Significant) = 36h 1x per week, 1 uur (gem. Amsterdam) = 48h | 1x per maand, 2 uur (Unica) = 24h 2x per maand, 1.5 uur (Significant) = 36h 1x per week, 1 uur (gem. Amsterdam) = 48h |
| | Documents | Inschrijfformulier, inkoopplan (RWS) | Aanbestedingsstrategie, selectieleidraad (Politie) Aanbestedingsstrategie, beschrijvend document (Sign.) Inkoopstrategie, selectiedocumenten, aanbestedingsstukken (gem. Amsterdam) | Gunningsdocument (gem. Amsterdam) |
| | People | 10, intern en extern, vaste samenstelling (RWS) | 8, intern en extern, vaste samenstelling (Politie) 10-12, intern, geen vaste samenstelling (Significant) 3, intern, roulerend (gem. Amsterdam) | 5, intern, vaste samenstelling (Unica) 10-12, intern, geen vaste samenstelling (Significant) 3, intern, roulerend (gem. Amsterdam) |
| <i>Besluit vormend</i> | Projects | Europese aanbesteding (BZK) Volgens inkoopplan (DJI) Europese aanbestedingen (NS) Iedere aanbesteding (Unica) | Iedere aanbesteding (Unica) Complexiteit van het project (gem. Den Haag) Doelstellingsgebieden (gem. Enschede) Europese aanbesteding (BZK) Volgens inkoopplan (DJI) Europese aanbestedingen (NS) | Europese aanbesteding (BZK) |
| | Time | 1x per 3 weken, 1.5 uur (BZK) = 26h 1x per maand, 3 uur (DJI) = 36h 1x per week, 1.5 uur (NS) = 78h 1x per maand, 2 uur (Unica) = 24h | 2x per maand, 1.5 uur (gem. Den Haag) = 36h 1x per maand, 1.5 uur (gem. Enschede) = 18h 1x per 3 weken, 1.5 uur (BZK) = 26h 1x per maand, 3 uur (DJI) = 36h 1x per week, 1.5 uur (NS) = 78h 1x per maand, 2 uur (Unica) = 24h | 1x per 3 weken, 1.5 uur (BZK) = 26h |
| | Documents | Projectplan (BZK) Startnotitie (DJI) | Aanbestedingsstrategie (gem. Den Haag) Aanbestedingsstukken (gem. Enschede) Beschrijvend document (BZK) | Gunningsadvies, implementatie, evaluatie (BZK) |

| | | | | |
|--|---------------|--|--|---------------------------------------|
| | | Oplegbrief, aanbestedingsplan (NS) Productgroepstrategie, marktanalyse (Unica) | Aanbestedingsstrategie incl plan van aanpak (DJI) Selectieleidraad, pakket van eisen (NS) Doelstellingen, marktbenadering (Unica) | |
| | People | 10, intern, vaste samenstelling (BZK) 9, intern, vaste samenstelling (DJI) 6, intern, vaste samenstelling (NS) 5, intern, vaste samenstelling (Unica) | 6, intern, vaste samenstelling (gem. Den Haag) 6, intern en extern, vaste samenstelling (gem. Enschede) 10, intern, vaste samenstelling (BZK) 9, intern, vaste samenstelling (DJI) 6, intern, vaste samenstelling (NS) 5, intern, vaste samenstelling (Unica) | 10, intern, vaste samenstelling (BZK) |

Appendix E: Maturity model MSU+

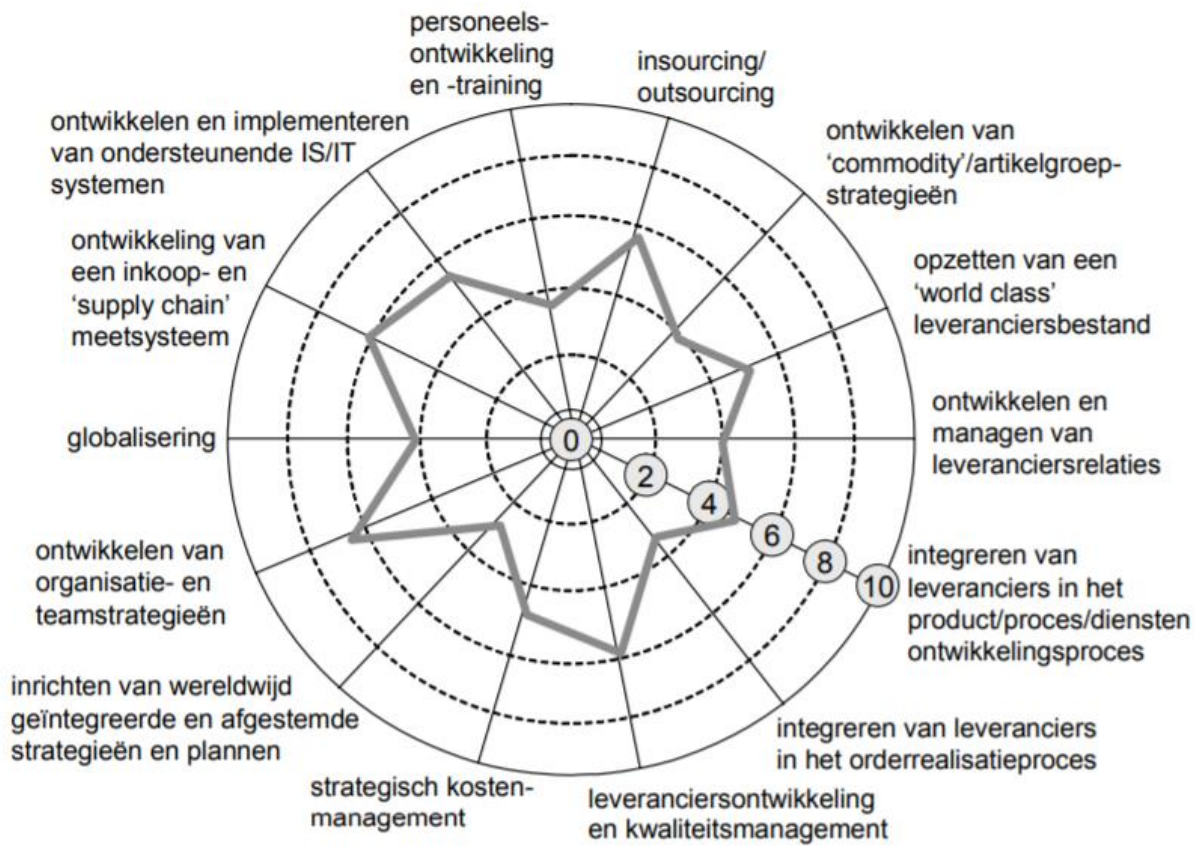
Strategic processes in MSU+ model



Supporting processes in MSU+ model



Assessment model MSU+



Appendix F. Definition and scorings of maturity level per process

F1. Developing commodity strategy

| | |
|----|--|
| 0 | Proces is niet van toepassing voor de organisatie of het organisatieonderdeel |
| 1 | Geen proces voor de ontwikkeling van een strategie per inkooppakket aanwezig. Respectievelijk geen of zeer beperkt aantoonbaar bewijs van het bestaan van inkooppakketstrategieën binnen de inkoopafdeling. Geen gedocumenteerde strategie. Er vinden geen of ad hoc leveranciers-marktonderzoeken plaats. Geen communicatie met direct belanghebbenden en geen bewust gebruik van inkoopmodellen voor het samenstellen van een strategie. Er is geen bewijs dat er aandacht uitgaat naar wet- en regelgeving. |
| 2 | Multidisciplinaire teams zijn geïnstalleerd om een strategie per inkooppakket te ontwikkelen. Teams komen aantoonbaar bij elkaar. Het ontwikkelen van de strategie per inkooppakket is gebaseerd op intern gedefinieerde eisen aan het product, en op uitkomsten van kwantitatieve inkoopanalyse met betrekking tot inkoopvolume en inkoopfrequentie. Deze informatie is onder andere verkregen op basis van reactief overleg met de interne klant . De focus ligt op de korte termijn en men denkt na over marktwerking. Inkoopstromen en risico analyseert men op basis van prijs en volume. Er is enig bewijs dat er aandacht uitgaat naar wet- en regelgeving. |
| 3 | Als 2, maar de strategie per inkooppakket is ook gebaseerd op een gedegen begrip van de structuur en ontwikkeling van de leveranciersmarkt (gedocumenteerd), inclusief de specifieke bedrijfssituatie, vaardigheden, prestaties en resultaten van zowel huidige als potentiële leveranciers. Men baseert zich mede op de uitkomsten van een kwantitatieve inkoopanalyse met betrekking tot leveranciersrisico's. Tevens maakt men gebruik van inkoopmodellen voor het onderscheiden van inkooppakketten. |
| 4 | Als 3, maar ook gebaseerd op de eisen aan het inkooppakket die met de interne klant zijn geïdentificeerd en afgestemd. De focus van de strategie is op de lange termijn, en is in lijn met het algemene beleid van de organisatie. Voor het bepalen van aanbestedingsstrategieën houdt men rekening met wet- en regelgeving. Tevens vindt er een analyse plaats van inkoopstromen en risico op basis van kosten. |
| 5 | Er zijn functionarissen aangesteld om de doelstellingen van de teams te formuleren, de besluitvorming over de teams heen te coördineren, gedegen te evalueren of de competenties van de teams nog overeenkomen met de strekking van de strategie en om participatie van de juiste deelnemers te organiseren. Er is een gedocumenteerd en gecoördineerd proces voor de ontwikkeling van een strategie per inkooppakket. Beperkt aantoonbaar dat communicatie met direct belanghebbenden plaatsvindt. Nauwelijks sprake van grensverleggende doelstellingen. Er zijn functionarissen aangesteld om de doelstellingen van de teams te formuleren, de besluitvorming over de teams heen te coördineren, gedegen te evalueren of de competenties van de teams nog overeenkomen met de strekking van de strategie en om participatie van de juiste deelnemers te organiseren. Wet- en regelgeving wordt nageleefd. |
| 6 | Als 5, maar de strategie is gebaseerd op technologieontwikkelingsplannen die binnen de eigen organisatie en met de leveranciersmarkt zijn afgestemd en gebundeld. Men werkt organisatie overschrijdend samen. Verschillende innovatieve vormen van aanbestedingen zijn formeel overwogen (contractvormen, selectiecriteria). |
| 7 | Als 6, maar inclusief specifieke, meetbare, tijdsgebonden (SMART) en grensverleggende doelstellingen , in lijn met organisatie- en inkoopbeleid. Een analyse van inkoopstromen en risico's vindt plaats voor het proces. Gestructureerde opvolging en evaluatie van resultaten (inclusief corrigerende acties). Expliciete vastlegging van bereikte en verbeterde resultaten. |
| 8 | Als 7, voor het opstellen van de strategie werkt men intensief samen met interne markten. Daardoor ontstaat commitment. Met de belangrijkste interne en evt. externe belanghebbenden vindt er regelmatig terugkoppeling / afstemming van de strategie per inkooppakket plaats. Voor de aanbestedingsstrategie houdt men rekening met de onderlinge verhoudingen en mechanismen op de leveranciersmarkt. Men evalueert de wijze waarop de organisatie wet- en regelgeving naleeft. |
| 9 | Als 8, waarbij men in het strategieontwikkelingsproces eveneens rekening houdt met benchmarkonderzoeken . |
| 10 | Als 9, waarbij formele risicobeoordeling van de leveranciersmarkt een integraal onderdeel van de inkooppakketstrategie is. Er vindt een continue evaluatie van de aanbestedingsstrategie plaats. Ook vindt er identificatie en opvolging van verbeteringen in ontwikkeling van aanbestedingsstrategieën plaats. |

F2. Strategic cost management

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| 0 | Proces is niet van toepassing voor de organisatie of het organisatieonderdeel. |
| 1 | Geen kostenverbeteringsprogramma's of alleen eenvoudig inkoop prijsmanagement met focus op (prijs-) onderhandeling en volume-effecten. Er wordt geen rekening gehouden met specifieke wijze van financiering. |
| 2 | Als 1, waarbij het Total Cost of Ownership (TCO) -principe wordt gehanteerd. |
| 3 | Als 2, waarbij met de TCO-procedure formeel toepast voor belangrijke producten en/of 'speciale' inkopen/projecten (bijvoorbeeld kapitaalgoederen). Tevens bestaat er stimuleringsprogramma bestaat voor medewerkers en multidisciplinaire teams om kostenbesparingsideeën te genereren (interne programma's). Weinig aanleiding te veronderstellen dat leveranciers in de formulering van ideeën betrokken zijn. Communicatie is intern gericht. |
| 4 | Als 3, waarbij leverancierscontracten clausules bevatten die leveranciers stimuleren of forceren om ideeën en targets voor kostenreductie te genereren (bijvoorbeeld efficiency targets). Beperkt bewijs van gemeenschappelijke brainstorm (tussen leverancier en inkopende organisatie) met als doel kostenreductie. |
| 5 | Als 4, waarbij men duidelijk aantoonbaar taakstellingen (budgetten) hanteert voor kosten bij PPI voor alle projecten. Uitgaande van een marktconforme prijs rekent men terug naar een maximum prijs die mag worden betaald voor een bepaalde dienst of goed. |
| 6 | Als 5, waarbij men structureel gebruik maakt van verschillende kostenmodellen om leveranciers te selecteren en kostenstructuren te verbeteren. De inkoopprijs is (aantoonbaar) minstens marktconform. Kosten analyseert men met behulp van kostenmodellen die rekening houden met de specifieke kenmerken van financiering. |
| 7 | Als 6, waarbij evident is dat er gemeenschappelijke brainstormsessies plaatsvinden (tussen huidige leverancier en inkopende organisatie) met als doel kostenreductie. Aantoonbare acties en resultaten. Analyse van de kosten, rekening houdend met specifieke kenmerken van de wijze waarop financiering in de not for profitsector plaatsvindt. |
| 8 | Als 7, waarbij er een gestructureerd en formeel georganiseerd stimuleringsprogramma bestaat voor leveranciers om besparingsideeën te genereren. |
| 9 | Als 8, waarbij multidisciplinaire teams met betrokkenheid van leveranciers en (externe) klanten systematisch werken aan integrale kostenverlaging. Taakstelling-, meet- en opvolgingsmechanisme is aanwezig. Aantoonbare realisatie van taakstellingen en verbetering van resultaten. |
| 10 | Als 9, waarbij een formeel, gestructureerd en gedocumenteerd besluitvormingsproces voor kostenverbeteringen aanwezig is, dat de gehele waardeketen afdekt en waarbij alle betrokken leveranciers en (externe) klanten in ogenschouw zijn genomen. |

F3. Determining purchasing policy

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| 0 | Proces is niet van toepassing voor de organisatie of het organisatieonderdeel. |
| 1 | Er is geen of een beperkt inkoopplan aanwezig. Wanneer het aanwezig is dan is het opgesteld exclusief door inkoop. Het inkoopplan beschrijft alleen welke activiteiten er door de verschillende inkopende organisaties moeten worden uitgevoerd. Er is geen systematiek om leveranciers te onderscheiden (d.m.v. inkoopmodellen) en om aan te geven hoe met verschillende leveranciers om moet worden gegaan. |
| 2 | Er wordt gebruik gemaakt van beleidsuitgangspunten. Inkoopplan is gebaseerd op de resultaten van een kwantitatieve inkoopanalyse. Er is een systematiek om leveranciers te onderscheiden (door middel van inkoopmodellen) en om aan te geven hoe men met verschillende leveranciers om moet gaan. |
| 3 | Als 2, maar het inkoopplan is ook gebaseerd op een gedetailleerd inzicht in leveranciersmarkt. Er is een goed begrip van verhoudingen en mogelijkheden op de huidige leveranciersmarkt. De inkoopdoelstellingen zijn duidelijk in lijn met de organisatiedoelstellingen. De inkoopdoelstellingen en de relatie met de organisatiedoelstellingen zijn expliciet zichtbaar gemaakt in formele rapportages. |
| 4 | Als 3, maar realisatie van het inkoopplan is onderdeel van een formeel begrotings- en evaluatieproces. Het inkoopbeleid is gebaseerd op het algemeen beleid. Inkoopdoelstellingen zijn in lijn met organisatie- en andere doelstellingen. Doelstellingen worden actief vergeleken met de werkelijkheid en indien nodig bijgesteld door het management. |
| 5 | Als 4, maar er is een goede communicatie over het inkoopbeleid richting de interne belanghebbenden : het inkoopbeleid wordt vertaald en geaccordeerd in inkoopplannen via multidisciplinaire sessies. Weinig bewijs van communicatie over (delen van) het inkoopbeleid richting strategische leveranciers. |
| 6 | Als 5, met bewijs dat (zelf-)beoordelingen zijn gebruikt om inkoopdoelstellingen te formuleren en prioriteiten te stellen voor het ondernemen van verbeteringsactiviteiten. Er is aandacht voor de interne efficiëntie van het inkoopproces en voor het optimaliseren van de relatie met de leverancier. Wel maakt men gebruik van de systematiek om leveranciers te onderscheiden (door middel van inkoopmodellen) en om aan te geven hoe men met verschillende leveranciers om moet gaan. |
| 7 | Als 6, commitment (steun) voor het inkoopbeleid verkrijgt men actief van het laagst mogelijke bevoegde orgaan (het laagste niveau dat erover mag beslissen) en de belangrijkste belanghebbenden . Het inkoopbeleid is onderdeel van en vastgelegd in het algemeen beleid. |
| 8 | Als 7, en relevante delen van het inkoopbeleid worden gecommuniceerd aan en overlegd met strategische leveranciers . Er is bewijs dat de uitkomsten van de discussies worden gebruikt bij het (in de toekomst) actualiseren van het inkoopbeleid. |
| 9 | Als 8, en inschatting van het risico van de leveranciersmarkt is integraal onderdeel van het inkoopbeleid en de inkoopplannen. |
| 10 | Als 9, bij het opstellen van inkoopbeleid en inkoopplannen betreft men de uitkomsten van benchmarkanalyses . Hierbij houdt men rekening met alle doelstellingen om de efficiëntie verbeteren. Deze doelstellingen hebben onder meer betrekking op het inkopen en op procesoptimalisatie. |

F4. Establishment purchasing organization

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| 0 | Proces is niet van toepassing voor de organisatie of het organisatieonderdeel. |
| 1 | Geen of weinig coördinatie en / of samenwerking tussen de inkopende functies binnen de organisatie en tussen verschillende organisaties. De inkopende rol is met name uitvoerend administratief . De verdeling van inkooptaken ter optimalisatie van de inkoop is beperkt, verloopt ongecoördineerd en wordt niet gecommuniceerd. Er is geen beleid voor samenwerkingsverbanden. |
| 2 | Alle inkoop- en uitgavenstromen worden meegenomen in de kwantitatieve inkoopanalyse en inkoop voert hier periodiek een controle op uit. Inkoop wordt tijdig op de hoogte gesteld om een bijdrage te kunnen leveren aan leveranciersselectie- en contracteringsproces. Tactische inkoop is geïmplementeerd als een separate groep activiteiten naast de operationele inkoop. Er is weinig bewijs van strategische inkoopactiviteiten. Er is nagedacht over de wijze waarop samenwerking met andere organisaties (onderdelen), met verschillende uitgangspunten, kan plaatsvinden. |
| 3 | Als 2, en inkoop vervult zowel een tactische als een strategische rol . Er is duidelijkheid over rollen en verantwoordelijkheden van teamleden. Inkoop is vertegenwoordigd op strategisch niveau waarbij een lid van het management team (MT) eindverantwoordelijk is. Deel van de inkooporganisatie is in lijn met het beleid, doelstellingen en structuur van de organisatie. |
| 4 | Als 3, met enig bewijs van coördinatie van de inkoopfunctie over organisatieonderdelen heen. De verdeling van inkooptaken vindt redelijk gecoördineerd plaats en wordt gecommuniceerd aan belanghebbenden. Enige multidisciplinaire teams om inkoopprocessen te ondersteunen. |
| 5 | Als 4, en verschillende multidisciplinaire teams zijn geïnstalleerd op organisatieonderdeelniveau om leveranciersevaluatie, -selectie en integratie in processen voor product- en procesontwikkeling te ondersteunen. Het huidige beleid voor samenwerkingsverbanden wordt geëvalueerd. |
| 6 | Als 5, waarbij men strategische inkoop implementeert als een aparte set van activiteiten naast de tactische en operationele inkoopactiviteiten. Typisch strategische inkoopactiviteiten worden formeel en structureel uitgevoerd, zoals het doen van fundamenteel markt- of technologieonderzoek en het ontwikkelen van een strategie per inkooppakket. De verdeling van de inkooptaken ter optimalisatie van de inkoop is volledig gecoördineerd. |
| 7 | Als 6, alle benodigde multidisciplinaire teams zijn geïnstalleerd. Er is een stuurgroep aanwezig die concern breed de teams aanstuurt, besluitvorming tussen de teams coördineert, de positie en het niveau van de inkoopfunctie binnen de organisatie evalueert en die besluiten neemt over geschikte participanten aan deze teams. Inkoop is vertegenwoordigd in beleidsbepalende gremia op concernniveau . |
| 8 | Als 7, maar multidisciplinaire teams hebben ook invloed op de ontwikkelingen bij de gecontracteerde leveranciers. Identificatie van mogelijke verbeteringen en realisatie van verdere optimalisatie van het samenwerkingsbeleid. |
| 9 | Als 8, Multidisciplinaire teams werken samen met klant en leverancier om tot verdere verbeteringen / innovaties te komen. |
| 10 | Huidige inkooporganisatie is volledig in lijn met het beleid, de doelstellingen en de structuur van de organisatie. De inkooporganisatie maximaliseert strategische, tactische en operationele inkoop (hiertussen vindt functiescheiding plaats). Er vindt ook functiescheiding plaats tussen de verschillende disciplines. |