



Dienst Justitiële Inrichtingen
Ministerie van Justitie en Veiligheid

Report-out of Market Verification

A report-out on the Joint Information Session and the 1-on-1 conversations held as part of the Market Verification process

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Joint Information Session – Zeist, February 10, 2025

Location: Zeist

Date: February 10, 2025

Time: 14.00-16.00

Speakers: Toon Molleman, Ralph Hofman

Process & Timelines

Ralph emphasized the importance of innovation and DJI's expectation that will be enabled by first creating a solid future proof basis (so after establishing the foundation in project Scope A).

Question: Project Scope A starts with a tendering process in Q3 2025. Does DJI have a timeline in mind for the start of the other scopes B, C, D & E? When will scopes C through E start?

Answer: Scope A will take 2 to 3 years to complete, running parallel to Scope C. Scope B will follow and take approximately 1 year. Some parts of Scope D can run in parallel, while the remaining parts of D and E will follow afterward. For Scopes A & B, we expect a total duration of about 3-4 years.

Modernizing the OMS

Go/No-Go Moments

Question: Can you be more specific about the outcomes of the go/no-go moments?

Answer: DJI wants to maintain flexibility. The intention is to execute the modernization of the total OMS scope, but we need the ability to stop, pause, or adjust along the way if necessary.

Scope B

Question: Can you provide a more detailed scope for Scope B?

Answer: Yes, we can. We will include this in the report-out of the market verification.

Project: Modernizing Scope A

Phase 1

Question: What is the relationship between Phase A1 and the European Tender? Is there a waiting room structure? Will Phase A1 be a kind of beauty contest?

Answer: A waiting room structure will probably be used. Phase A1 is clearly not meant to be a beauty contest, but if the preferred COTS solution or the collaboration does not work, we need an option to pivot or stop.

Scope A – Technical scope

Data Quality

Question: What is the data quality of the 44 databases?

Answer: The system is 30 years old, so it is not perfect. The data is quite accurate but old-fashioned. Many processes, require manual work, which makes them prone to errors. Information needed for decision-making is sometimes difficult to find.

Technology

Question: What technology underlies the current system?

Answer: Tulp runs on the latest version of Progress OpenEdge. The technology itself is not outdated, but the application and user interface are.

Note: METis is the data warehouse system where information from the Tulp systems and from other systems is brought together.

Data Migration

Question: Is data migration part of Phase A1?

Answer: Possibly, but then partly. As a test or proof of concept to prove that the solution fits the technical requirements. The focus in Phase A1 lies more on data integration than migration, as we are not going live in Phase 1. DJI is responsible for the final data migration later in the progress.

Authenticity Check of Data

Question: In Phase 1, will the reference processes be checked to see if they can handle authentic source data regarding domain service population.

Answer: Yes.

Tendering

Note on tendering: The tender will cover the entire scope of the OMS renewal. On the one hand DJI wants to setup a framework contract for the total scope but will use separate agreements for the realization per scope area (step by step). This to maintain flexibility to decide how to continue, stop, or pivot.

Competitive Dialogue

Question: How much time is planned for the competitive dialogue?

Answer: We planned around 9 months for the process, from tendering to final contract.

Governance & Contract Structures

Contract Structure

Question: How will you handle having two contract partners but only one responsible partner?

Answer: DJI wants a direct relationship with both the COTS supplier and the local Partner for Realization and Implementation (Service Integrator) for strategic and innovation discussions, to have direct discussions about these topics. On the project management side, we prefer to have one main contact for the day-to-day management of priorities, time lines, results etc. In the maintenance phase, roles and responsibilities will still have to be decided. This also depends on whether the solution is cloud-based or on-premise. We will discuss this further during the tendering process.

Responsibility for JIO

Question: Who is responsible for the relationship with JIO?

Answer: DJI is responsible for managing JIO. During the project phase, we aim to keep it simple, so partners can consider JIO as part of DJI. For the maintenance phase, JIO may be involved in a different role.

Combination of Suppliers

Question: Are you considering a combination of suppliers?

Answer: Yes, we are. This could be one party with a joint approach, but it could also be multiple parties working together.

Relationship Between JIO and Suppliers

Question: Is there a relationship between JIO and the suppliers?

Answer: Yes, but suppliers can consider JIO as part of the DJI team during the project phase. For the maintenance phase, JIO will be involved in a different role.

1-on-1 Conversations – Nieuwersluis, February 11-13, 2025

Location: Nieuwersluis

Date: February 11-13, 2025

Additional insights shared by DJI in 1-on-1 conversations.

COTS-based approach - learnings from previous OMS projects and preliminary research

The need for modernization is clear: the current systems provide insufficient support for employees, leading to inefficient processes and an increased risk of errors. Many tasks are still performed manually, which is not only time-consuming but also prone to mistakes. Additionally, the existing system lacks flexibility, making it difficult to implement legislative changes and policy adjustments. By opting for a proven Commercial Off-The-Shelf (COTS) solution as the basis - and a phased approach, DJI is confident that the modernization of the OMS will be successful this time.

Previous attempts to modernize the OMS system did not achieve the desired success. The primary reason for this was an overly broad scope, in which too many functionalities were addressed simultaneously. This increased the complexity of the project and made it difficult to manage effectively. Additionally, escalation of commitment played a role: over time the project lacked the flexibility, early proof of a working solution and the inability to effectively pivot resulted in high investments and no results. DJI has drawn important lessons from these experiences and has now opted for a phased and more realistic approach, with a proven COTS solution as the foundation.

During the exploration phase, different scenarios for modernization were analyzed. Including research into similar OMS development projects for similar organizations abroad and research into proven COTS OMS solutions. The findings indicated that, also abroad, modernization of OMS solutions is not easy and regularly run over time and over budget. We evaluated several scenario's, including 'green-field' development, further development of TULP, and the use of COTS solutions. Ultimately, the decision was made to proceed with a COTS-solution to provide a solid foundation. When this is successfully implemented it will give DJI the flexibility to broaden the scope by using other COTS functionality, or develop and integrate with other solutions/innovations.

Although the current COTS suppliers offer the required functionalities for Scope A and B, their solutions must still be validated in practice. As a first step we will require COTS suppliers to present fully operational systems / processes during the tender process, through demo's and additional deep-dives into the solution. This to prevent that DJI will go ahead with non-proven solutions based on for example the presentation of conceptual 'mock-up demo's'.

Functional scope

A process and business function model mapping has been conducted to assess the alignment of common OMS functionalities with DJI's business functions and processes.

To increase the likelihood of a successful modernization of the OMS, DJI aims to establish a strong and functional core system. The decision was made to start with Scope A and B, as most evidence of successful OMS implementations concerned these functionalities.

A key functionality outside this initial scope is sentence calculation, which is part of Scope C. Currently, sentence calculation is managed within the TULP system, but after careful research and pilot studies, it has been decided to develop this module separately. The complexity in sentence calculation lies in the fact that it must accommodate a broad range of target groups, including offenders, immigration detention and others. Additionally, the responsibility for sentence calculation currently lies with DJI, but this may change in the future. While standard modules exist for this functionality, significant customization would still be required to implement sentence calculation correctly to align with Dutch laws and regulations. Therefore, Scope C will be developed separately but in parallel with Scope A and B.

Document management functionalities are included in the scope of the tender, though there is a distinction between document management and dossier/case management. For Scopes A and B, basic document management functionalities will be required, whereas dossier management (in a form that is specifically required by Dutch law) will be addressed separately as part of Scope E.

For the realization of the other scopes beyond A and B, this will be either realized by the selected COTS solution, or instead addressed with other solutions. Pilot projects are already underway, such as for grievance management, with further processes set to be piloted in the near future. If the selected OMS proves to be well-suited to DJI's operational needs and meets the requirements, DJI could decide to also realize this with the selected COTS solution. So, if the COTS solution for Scope A and B proves successful, DJI could decide to continue the realization of other functionalities with that solution, provided that it's feasible and that the solution is well-suited to DJI's needs.

Technical Scope

The total scope of the OMS modernization is estimated at 10,000 to 12,000 function points.

As part of the OMS modernization, a new architecture is being developed by DJI in which the existing systems within the 44 instances of TULP GW will be integrated into several domain services. The future OMS will also be part of these domain services and may act as both a provider and a consumer of its functionalities. Integration between the system will be facilitated through REST APIs.

From an end-user perspective, the most visible aspect of the migration will be the transition to the new OMS, while the underlying data will remain available for a longer period within the domain service.

Regarding infrastructure preferences, we currently view an on-premise deployment as the most obvious solution. However, if a cloud-based solution can meet the same security and privacy requirements, this is also a direction for DJI. See also the cloud policy of the Dutch national government.

Innovation & interfacing

In the future selection of a COTS solution, DJI will require flexibility of the technology to evolve and grow in line with future needs and innovations. This specifically results in requirements related to the integration of the COTS solution with other systems. The expectation from the COTS solution is that it will serve as a primary source for data services. The COTS solution will also utilize data from other data services, enabling smooth interaction between systems. DJI is dedicating significant effort to build flexible interfaces to support such future system adaptations.

Standardization of processes

DJI needs and is willing to standardize their processes. Many stakeholders are involved in the process of the OMS modernization, and there is a clear commitment from senior management to standardize through the COTS solution. Currently operational processes are executed in various ways (e.g., with data temporarily being stored in Excel versus in TULP), and current IT systems are causing dissatisfaction among users due to limited support and lack of a logical structure. It is expected that users will benefit from this standardization and that for scope A and B this will not be overly challenging to realize. If possible DJI wants to follow and adopt the 'reference processes' and way of working as already available in the COTS solutions.

Governance model

To effectively manage the complexity of multiple parties involved in the project, DJI aims to establish clear contractual agreements with both the COTS supplier and the partner for realization and implementation. During the project phase, DJI intends to position the partner for realization and implementation as the primary contact and project manager who will be mainly responsible for managing timelines, results and budget. During the tendering process (competitive dialogue) we will discuss this setup and alternatives in more details.

The project phase will require the involvement of all relevant parties, with DJI managing the involvement of JIO. As the project transitions into the maintenance phase, roles and responsibilities (also of JIO) will be adjusted. This is also a topic to further discuss during the competitive dialogue.

The long-term collaboration between the contracted parties will be proven successful with effective communication and coordination throughout the project.

Tendering process

The competitive dialogue is expected to be composed of three rounds, during which predefined themes will be discussed. DJI will most probably select three participants (combinations between COTS supplier and Partner for realization and implementation) for the competitive dialogue.

The intended contracting approach involves a general service agreement (long term), supplemented with further agreements for the realization of specific scope areas. This structure creates flexibility, allowing DJI to award specific work for Scope A, B and beyond when needed.

DJI intends to publish the tender late in Q3 of 2025, taken into consideration the holiday period during the summer.

Appendix A: Scope area B in more detail

In addition to recording data on detainees and their sentences, a number of related operational processes require the registration of additional data. The registration of these peripheral data falls within Scope B, as outlined in the table below.

Business functions Scope B	Dutch term & CTA Reference	Description
Monitoring capacity utilization	"Monitoren benutten capaciteit" CTA: Housing and bed management	Monitoring the utilization of the budgeted capacity to support the efficient deployment of scarce resources. The result serves as input for strategic capacity planning and may lead to interim adjustments to production agreements (e.g., changing the designation within a facility).
Assets and property registration	"Registratie bezittingen" CTA: Property	Ensuring an up-to-date and complete registration of a detainee's possessions (both in storage and in the cell); managing the processing of requests for the intake and release of possessions, both within the facility and between the facility and external locations.
Assets and property storage management	"Beheer op opgeslagen bezittingen" CTA: Property	Ensuring an up-to-date and complete registration and management of a detainee's stored possessions.
Offender daily schedule management	"Beheer dagagenda justitiabele" CTA: Scheduling	Management of the detainee's specific daily schedule, that allows for the planning of additional activities alongside the standard daily program.
Visitor list management	"Beheer bezoekerslijst" CTA: Visitation	Managing (a list of) approved visitors for the detainee
Visitation scheduling	"Bezoekplanning" CTA: Visitation, Scheduling	Efficient handling of visitation requests for a detainee, including the scheduling of approved visitors and allocation of a visitation room.
Visitation handling	"Bezoekafhandeling" CTA: Visitation	Efficient management of detainee visits, including the handling of visitor arrival, visitation, and departure within the facility (logistics).