Market consultation

Remote Electronic Personal Signature 2026-2027 - Kadaster

Directorate Management and Development of Information Technology (BOI)

Date: Oktober 27, 2026

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1 GENERAL

1.1 Introduction

The Netherlands' Cadastre, the Land Registry and Public Registers Department in short 'Kadaster' wishes to obtain a clear picture of the market of solutions and possibilities in the field of "Remote personal Signing" by means of this market consultation. In addition, Kadaster wants insight into which suppliers are in the market, what services they offer, and what costs are involved.

Furthermore, Kadaster seeks insight into the possibilities for interoperability with remote digital signing services that support the Cloud Signature Consortium (CSC) API Specification and comply with the European eIDAS framework and relevant ETSI standards for remote qualified person signatures, as well as integration with the Kadaster Signing services. The intended contract term is 3–4 years, with the option for two 1-year extensions.

1.2 Background and objectives

With this market consultation, advice is sought from several market parties. The purpose of this market consultation consists of the following aspects:

- determine whether this market consultation will lead to a call for tenders;
- which procurement strategy is most appropriate;
- obtain a (modular) cost indication as a substantiation in a business case;
- Which businesses are in the market.

The results of the market consultation may be incorporated in the tender documents, without being traceable to the participants of the market consultation.

1.3 Client

The client is Directorate Management and Development of Information Technology.

Kadaster organization

Kadaster collects data on registered property in the Netherlands, keeps it in public registers and on cadastrala maps, and often makes this data available to individuals, businesses, and other stakeholders in the society for a fee. Kadaster protects legal certainty.
Our information is available predominantly through online web services, including information on energy labels of houses and underground cables and pipelines. Our main customer groups are civil-law notaries, local authorities, businesses, financial institutions and private individuals. For further information we refer to the website www.kadaster.nl.

1.4 Preconditions for market consultation

1. This market consultation explicitly does not serve to make a pre-selection of candidates in the context of any follow-up process to be carried out. Nor will the parties involved in the market consultation be excluded in any way from possible participation in a possible follow-up process.
2. By participating in the market survey, market parties do not end up in an advantaged or disadvantaged position at the time of a possible follow-up process.
3. Participants in the market consultation cannot derive any rights from participation in the market consultation or from any information provided during the market consultation. Market parties cannot send an invoice or otherwise claim compensation (monetary or otherwise) for their contribution to the consultation.
4. The information from the market consultation will be used to perfect a business case and possibly to refine the objectives and requirements of a possible follow-up process.
5. Participating market parties agree that information they provide can be processed anonymously in any follow-up process, such as a schedule of requirements to be further elaborated by Kadaster.
6. Information provided in the context of the market consultation may differ from information to be provided in the possible tendering procedure;
7. The input of participating parties will be treated confidentially as much as possible, taking into account the legitimate (business) interests of the parties;
8. Financial input is always kept very confidential and only used for budgeting;
9. Claims regarding the use of information, confidentiality, or requests for reimbursements in connection therewith will not be honoured;
10. The documents submitted by participating parties are considered public documents, free of copyright. If copyrights apply, Kadaster will be indemnified by the participating party(ies), see also section 2.8;
11. Kadaster is in no way bound by the results of the market consultation or obliged to realise and/or tender the project to which the market consultation relates.
12. The answers you give to the questions asked will not be subject to any value judgement by Kadaster. Kadaster reserves the right to:
    a. carry out the proposed procurement process in a manner different in form and content from the process that may have been communicated.
    b. temporarily or permanently suspend this market consultation.
13. By participating in this market consultation, the parties unconditionally agree to the terms and conditions as stated in this document.

2 THE PROCEDURE TO FOLLOW

2.1 General

The requesting department is: Directorate Management and Development of Information Technology.

Contact Procurement & Contract Management :
Mr. V. Spijkerman (IT Purchasing Advisor)
Contact via the messaging function on TenderNed.

2.2 Announcement

This market consultation will be published via www.TenderNed.nl .

2.3 Market consultation

This market consultation consists of a questionnaire that can be answered by market parties (chapter 4).

If you have any questions about this market consultation, you can send them to us via TenderNed (see section 2.9). Kadaster will answer these questions and place them anonymously on TenderNed.

If there are additional questions after submitting the written answer, these will be sent to all parties that participated in the market consultation. Kadaster reserves the right to request an oral explanation in response to the submitted answer. If applicable, you will be contacted about this.

2.4 Submission of market consultation data

We ask you to answer in the English language. We also ask you to answer the questions briefly and concisely and not to use "link's" referrals in your answers.

2.5 Communication during the market consultation

During the market consultation, all communication related to this topic will take place via the messaging module in TenderNed.

2.6 Deadline for submission of the reply

We request that you submit the answer at the latest, digitally via TenderNed, according to the schedule as stated in paragraph 2.9.

Method of delivery of the response
Via TenderNed's messaging module.
All documentation may be submitted as a PDF file.

2.7 Conditions for answering

Participation in the market consultation is free of obligation for both participants and Kadaster. Parties (including parties that do not participate in the market consultation) cannot derive any (mutual) obligations or rights towards Kadaster from this market consultation.

No costs can be charged to Kadaster for the answer and the work to be carried out and materials to be provided.

2.8 Confidentiality

In accordance with Article 5.1(1)(c) of the Open Government Act, Kadaster treats all information provided by market parties in the context of this market consultation as confidential, unless the market party itself indicates that (part of) that information can be made public.

2.9 Planning

Activity	Date
Publish Market Consultation	Monday, 16 November 2026
Submission of questions about consultation by market parties	Wednesday, 25 November
Questions from market parties answered	Wednesday, 2 December
Written response of market parties	Monday, 14 December
Kadaster: send feedback to the responses	Second week of January 2027

2.10 Formal requirements

It is explicitly not the intention to submit quotations, we urge you to limit yourself to answering the questions asked in Chapter 4.

You are not obliged to provide answers and you are also free to skip certain questions. We prefer to receive the contribution to the market consultation/answering the questions in MS Word or Excel format, whereby the order of the questions must be adhered to. Additional and other documentation may be provided as a PDF files. In the letter accompanying the contribution to the market consultation, we would like to receive the following information from the contact person on the side of the market parties, name, position, office address, telephone number and e-mail address.

3 Description of the use cases

Based on the answers given, Kadaster will consider whether it sees added value in conducting individual interviews. When Kadaster sees the added value of this, it selects a number of businesses to participate. The entrepreneur can see this as an additional clarification, not as a pre-sorting for a tender! If Kadaster has additional questions in response to the responses received, these will be addressed in the discussions.

Explanation of the current situation:
Kadaster Signing Services (KSS) supports the following signing profiles: PAdES-B-LT/LTA for PDF documents and XAdES-B-LT/LTA for XML messages, compliant with applicable ETSI standards.
Both signing profiles use a hash-signing profile (PKCS#1) and rely on cryptographic keys stored on USB tokens for signature creation. Each user is assigned to a dedicated USB token containing their personal qualified certificate, which is used to create a Qualified Electronic Signature (QES).
A personal digital certificate is an electronic credential that binds the verified identity of an individual to a cryptographic key pair, enabling secure authentication, digital signing, and encryption.

Description of the assignment, desired future situation:
KSS is looking for a Qualified Trust Service Provider (QTSP) that hosts and provides the remote Qualified Electronic Signature (QES) service (SaaS).

The QTSP is listed on the EU Trusted List and complies with Regulation (EU) No 910/2014, as amended by Regulation (EU) 2024/1183 (eIDAS 2.0).

The QTSP shall provide and maintain the onboarding procedure required for obtaining a personal qualified certificate. The onboarding procedure shall include identity verification, certificate issuance, activation, and authentication mechanisms required for Qualified Electronic Signatures (QES).

KSS (Kadaster Signing Service) intends to implement a remote Qualified Electronic Signature (QES) solution that enables users to sign PDF documents and XML messages using their personal qualified certificates.

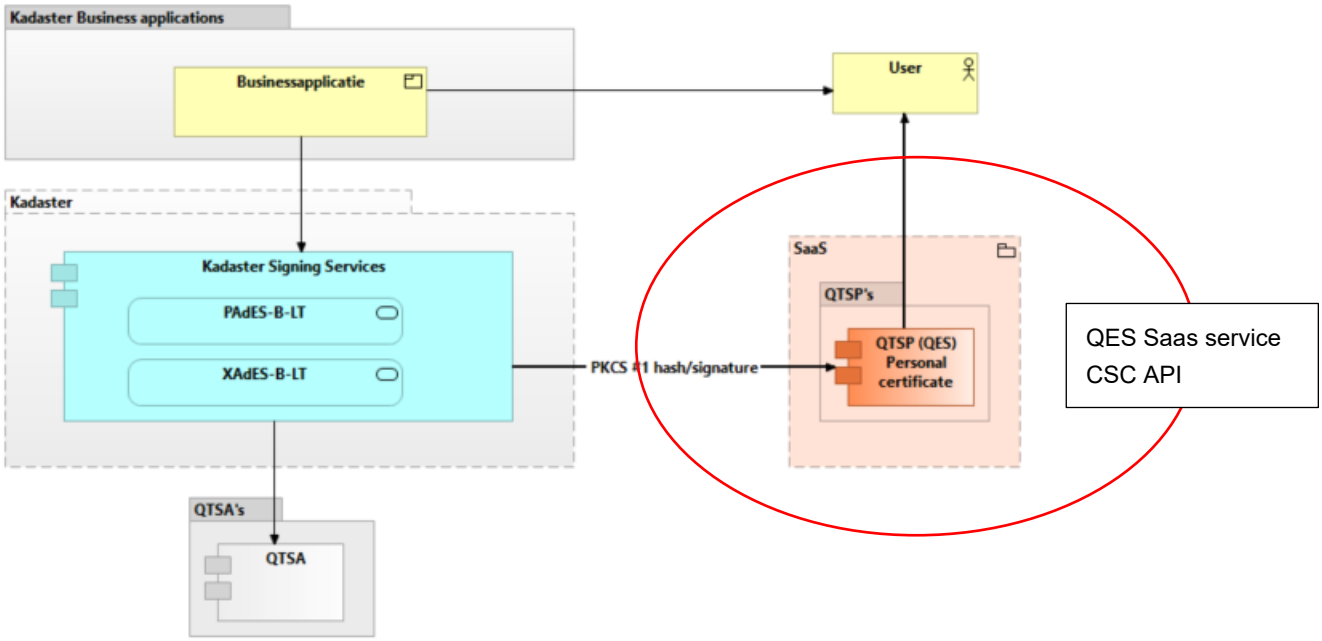
- SaaS-based remote signing service supporting the Cloud Signature Consortium (CSC) API and PKCS#1 hash-signing, using personal qualified certificates for Qualified Electronic Signatures (QES).
- The service shall comply with ETSI TS 119 432 (Protocols for Remote Digital Signature Creation) and ETSI TS 119 431-1 (Policy and security requirements for trustworthy systems supporting server signing).
- This remote signing service (PKCS#1 hash-signing) shall be integrated with the existing KSS solution to support the signing of PDF documents and XML messages in accordance with the ETSI PAdES-B-LT/LTA and XAdES-B-LT/LTA signature profiles.
  Please see the component circled in the architecture diagram.

Kadaster will begin with a group of internal users, including custodians, HR employees, and managers, before expanding the use of QES personal remote signing to a broader audience.

Out of scope:

- Provision of a remote QTSA (Qualified Time Stamping Authority) timestamping service.
- XAdES profile signing; only the hash-signing (PKCS#1) profile is within scope.
- PAdES profile signing; only the hash-signing (PKCS#1) profile is within scope.

Remote Qualified Electronic Signature (QES) service (SaaS) solution:



4 Questions to the market parties

General

1. Are you a Qualified Trust Service Provider (QTSP) eIDAS compliant, listed on the EU Trusted List?
2. Please provide an overview of your organization, including your experience in delivering remote Qualified Electronic Signature (QES) services based on personal qualified certificates. Describe your years of experience, customer base, key use cases, implementation scale.

Onboarding and Personal Certificate Lifecycle

1. Please describe the types of personal certificates supported by your remote digital signature creation service.
2. Can you explain which professional roles or capacities can be included in a user's certificate (e.g. "Bewaarder", "Notaris"), and whether custom roles can be supported?
3. Do you support NL Goverment PKIoverheid personal certificates?
4. Please describe the certificate life cycle, including issuance, renewal, suspension, and revocation.
5. Please describe the onboarding user steps in order to activate and use the QES certificate during signing flow.
6. Please indicate which actions can be performed by end users and Kadaster administrators themselves, which facilities or self-service capabilities are available to support these actions, and for which activities the involvement of the supplier is required?
7. As a QTSP, which personal data do you process as an independent controller, and are you willing to sign Kadaster's privacy agreement where applicable?
8. Which personal data do you collect and process during identity verification and onboarding (e.g. ID document, selfie, biometric data, BSN)? What are the retention periods and legal basis for processing these data?

Technical Integration

1. Can your solution support Kadaster's architecture in which KSS performs the PAdES-B-LT/LTA and XAdES-B-LT/LTA document processing, while the QTSP provides remote hash-signing (PKCS#1) through an interface API CSC-compliant?
2. Please provide the API - CSC interface documentation. Which is the CSC version supported?
3. Can your remote hash-signing API (PKCS#1) support bulk signing? If yes, what is the maximum number of documents that can be signed after a single PIN-code confirmation by the signer? Please explain any applicable limitations or conditions.
4. Please describe the end-user login identification and authorization options supported by your remote signing solution, including supported protocols, identity providers.

Migration

1. What is your recommended approach for migrating from USB-token-based signing to remote QES signing?

Future Roadmap

What is your roadmap regarding support for:

1. eIDAS 2.0 and European Digital Identity Wallets (EUDI Wallets).
2. Future development of the CSC API versions.
3. Additional authentication user-signer methods.

Service Levels and Operations

1. What service availability (SLA) do you offer?
2. What are the guaranteed response times for hash-signature CSC API?
3. What are the business continuity and disaster recovery arrangements?
4. How do you notify Kadaster of security incidents and data breaches, and how are personal data returned or deleted upon contract termination?
5. In which countries are the service infrastructure and signing keys hosted?
6. Does your service involve sub-processors or access by parties outside the EEA, including non-EU parent companies? If so, please specify.
7. Please describe the scalability and performance of the service, in case the expected transaction volumes in the future will increase
8. User onboarding and signing issues require efficient support processes. Please describe the support levels, service desk availability, escalation procedures, and reporting requirements.
9. Please describe the typical division of responsibilities between Kadaster and the supplier for onboarding and signing issues.
9. How is Kadaster informed about changes that may impact users or administrators?
10. Can you provide a monthly report on hash-signing transaction consumption?
    Is the monthly transaction report aggregated or at user level?
11. Which certifications and audit reports apply (eIDAS conformity assessment, ISO 27001, ISO 27701, BIO alignment)?

Commercial

1. To facilitate budgeting and to determine which procurement strategy best aligns with the solution you consider, we request that you provide your pricing model.
   What pricing models are available (per user, per signature, subscription-based, support etc.)?
   Are there any transaction limits, minimum volumes, or licensing constraints?
2. What implementation timeline would you propose for a production-ready service?
3. Please provide references for comparable implementations within government or regulated sectors.

Procurement criteria

1. How can we establish selection/award criteria that are fair and transparent, while still allowing room for innovation?
2. Do you intend to provide an EULA or otherwise make license terms applicable? If so, what exactly do the EULA or license terms cover, and how do you address liability?
3. What are effective contract clauses for ensuring flexibility within a contract? How does your solution accommodate changes in the number of users during the contract period, both increases and decreases? Please explain:
    a. how users can be added or removed during the contract period;
    b. whether any minimum or maximum number of users applies;
    c. how such changes affect the pricing;
4. How does the supplier view market developments, how do they anticipate them, and what risks do they perceive? By example signing via Dutch e-Identification, passport or driving license?
5. Which additional topics are relevant but have not yet been addressed? For each topic, indicate its significance and how Kadaster could approach it within a potential procurement process.