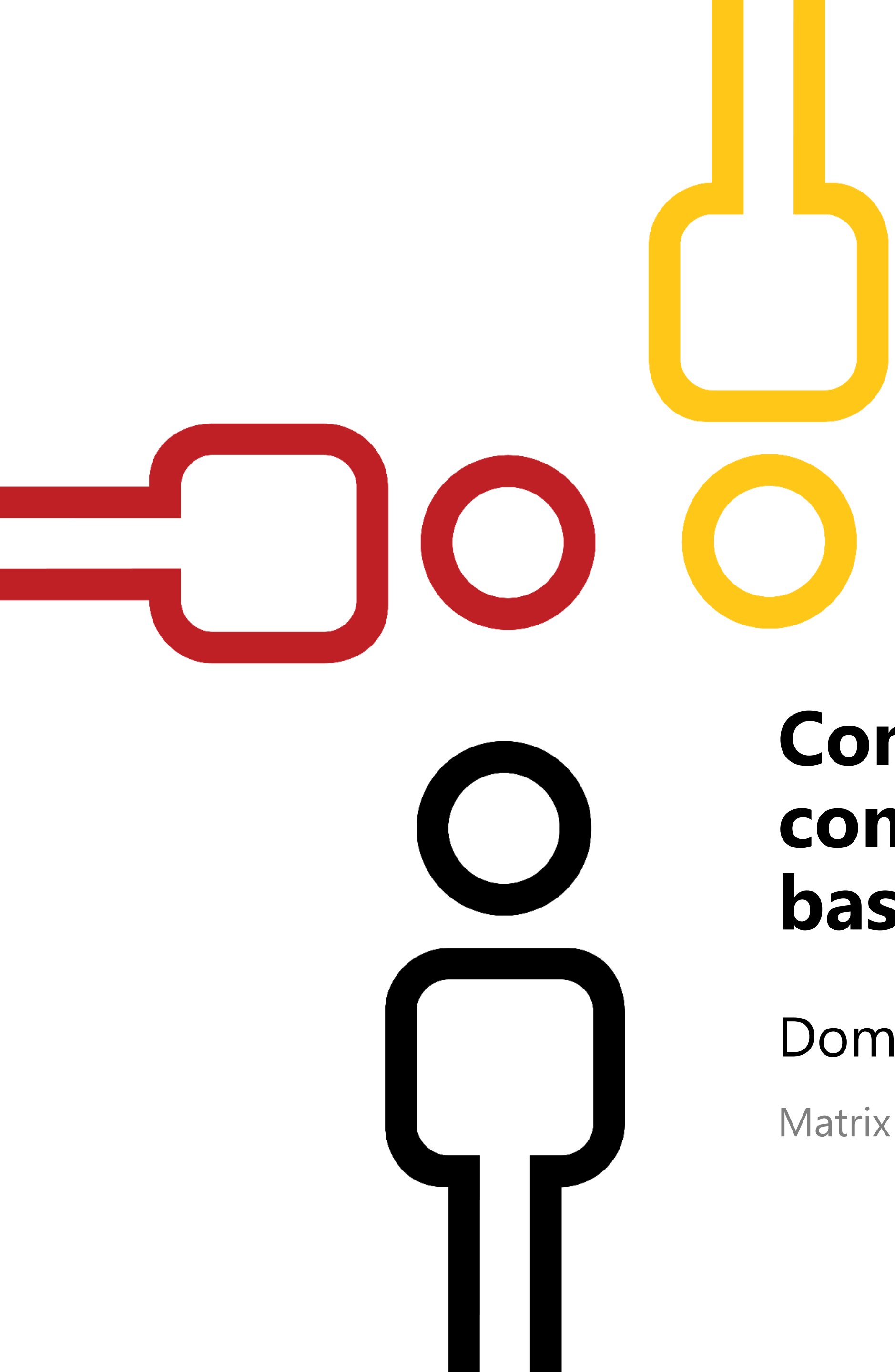


Consolidating Germany’s administrative communication: Towards a joint Matrix-based architecture

Dominik Braun (FITKO)

Matrix Conference 2025 | 16 October 2025

A brief introduction

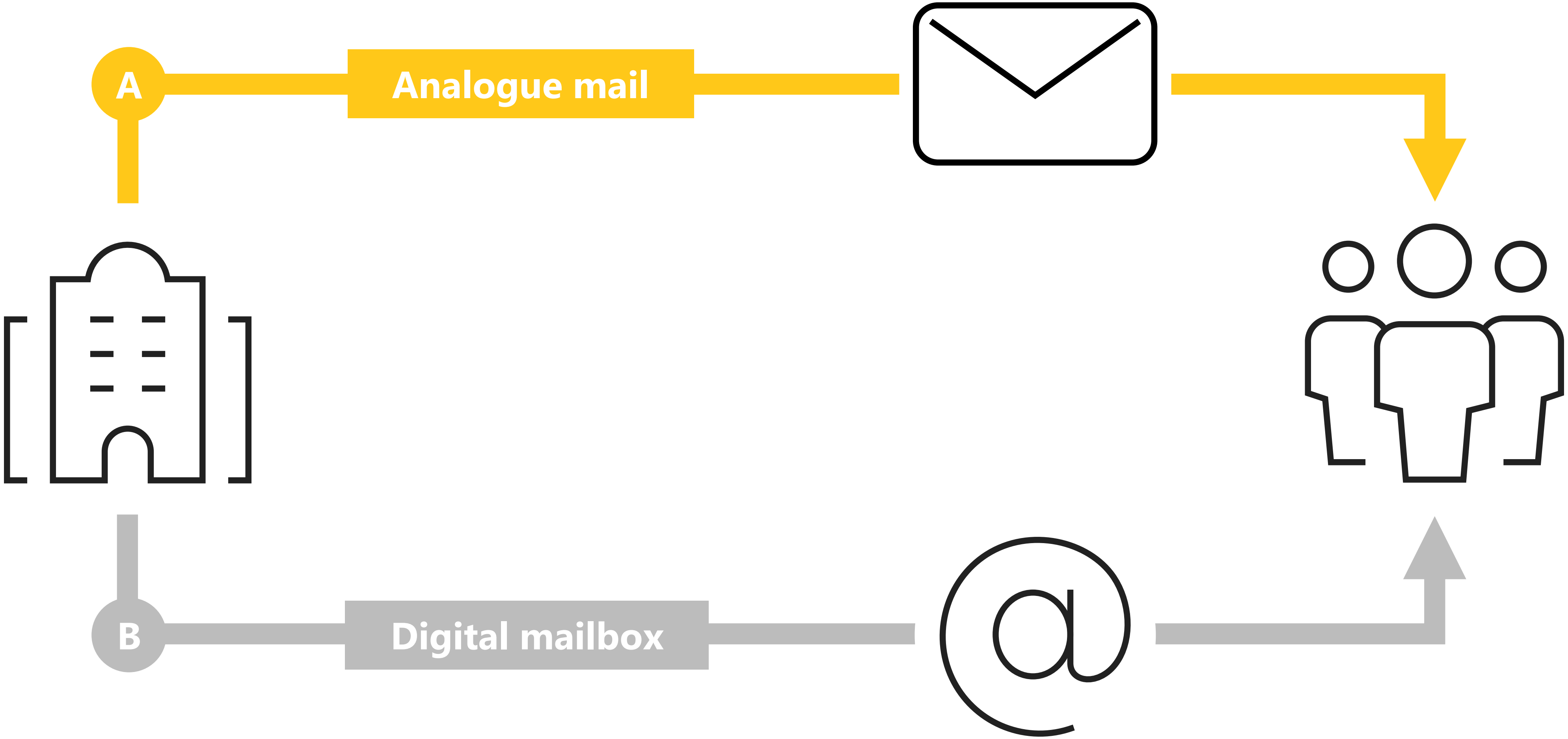
Dominik Braun

Officer for Federal IT Architecture Management
FITKO – Federal IT Cooperation

- **What I did/do at FITKO:**
  - *Framework Concept for Federal IT Architecture Management*
  - Work on the target architecture and governance model of the German Administrative Cloud (DVC) through the DVC implementation project
  - Project lead for the new federal target architecture for G2X inbox and communication infrastructure in German public administration

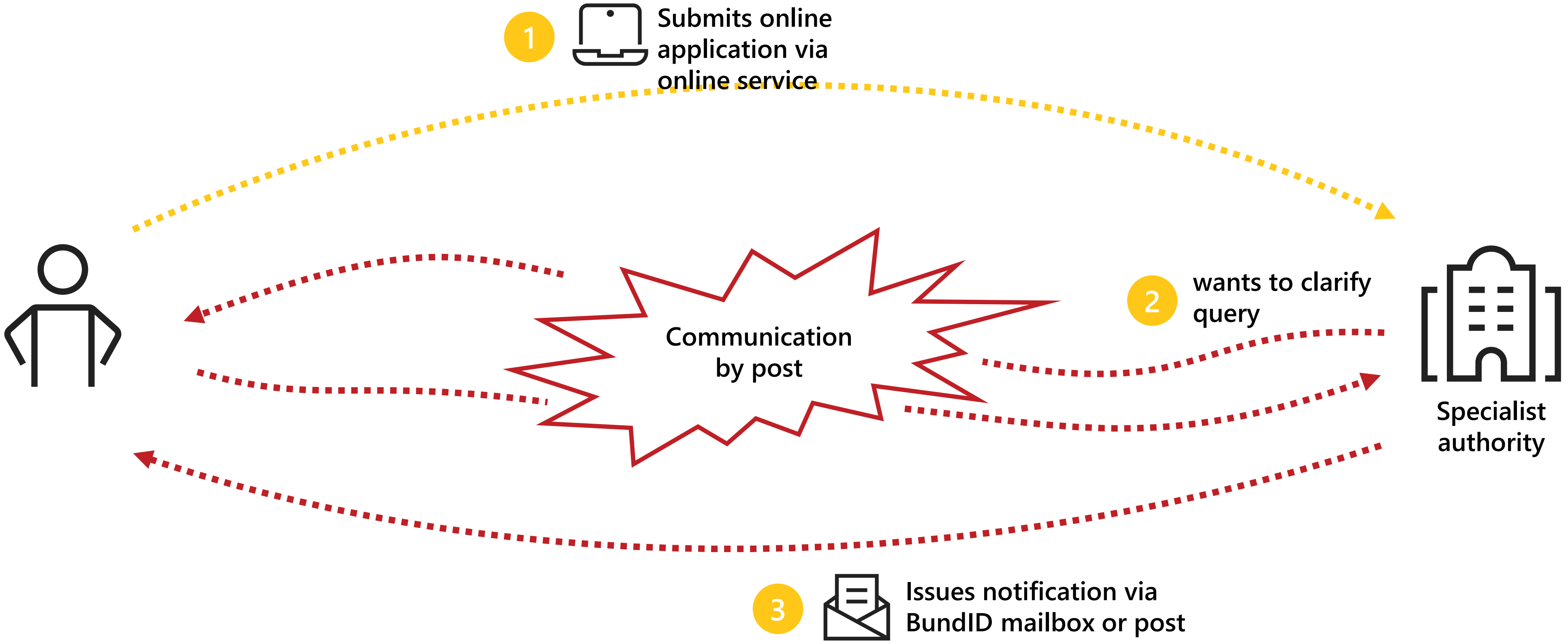
Administrative communication in the German public administration

Status Quo



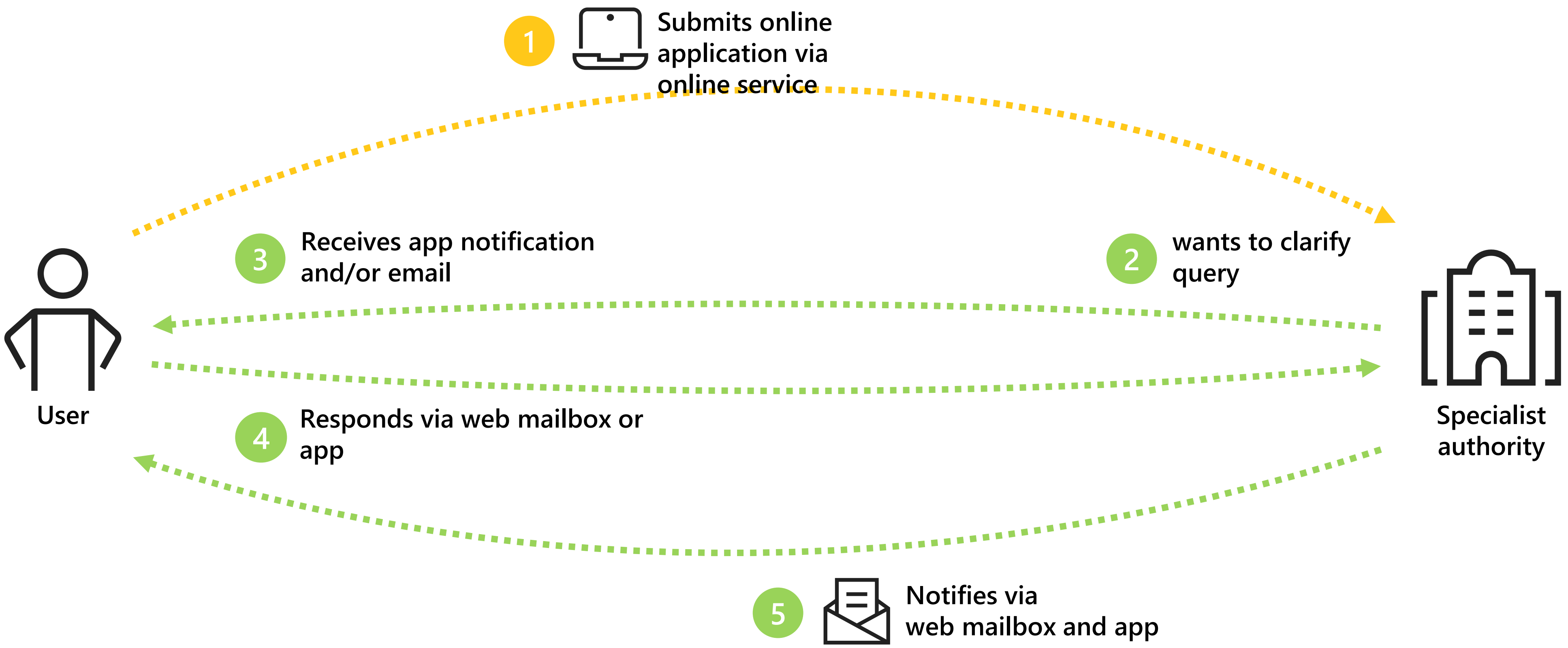
UX problem: Media break in the communication flow of online applications

Status quo


1
Submits online application via online service
2
wants to clarify query
Communication by post
Specialist authority
3
Issues notification via BundID mailbox or post

UX vision: Smooth end-to-end online interactions without media breaks

Vision



1 Submits online application via online service

2 wants to clarify query

3 Receives app notification and/or email

4 Responds via web mailbox or app

5 Notifies via web mailbox and app

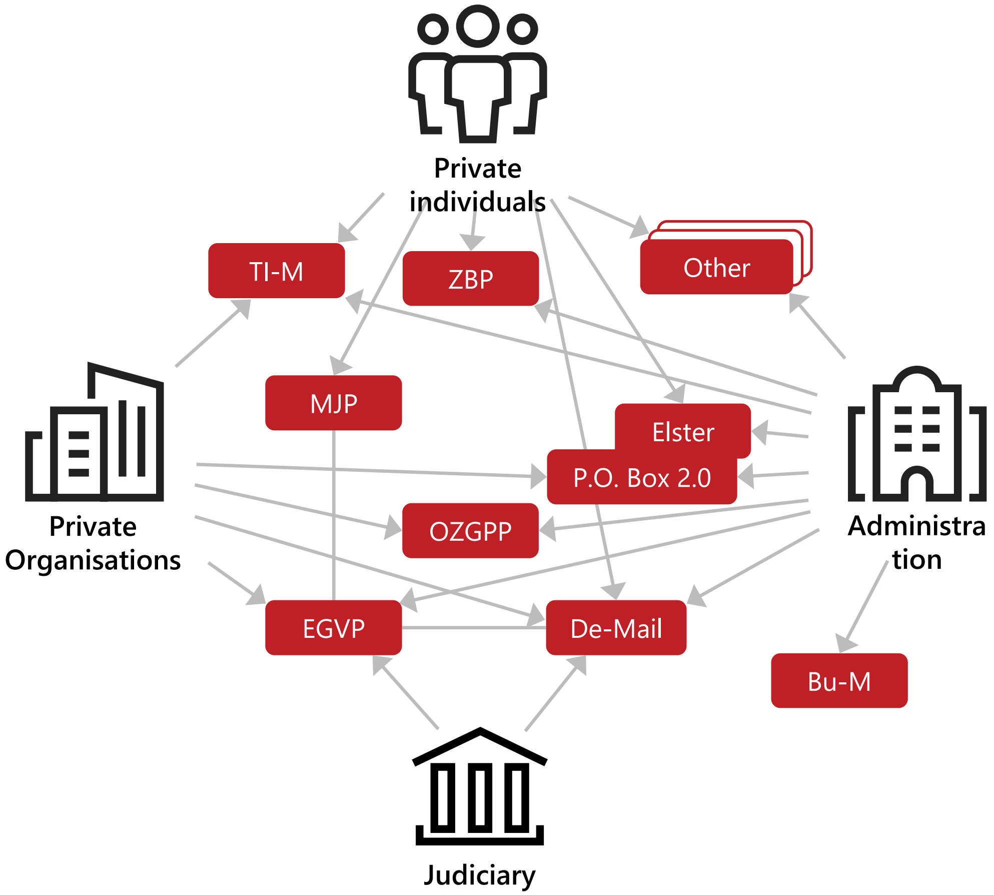
User

Specialist authority

Digital communication should be optional in practice.

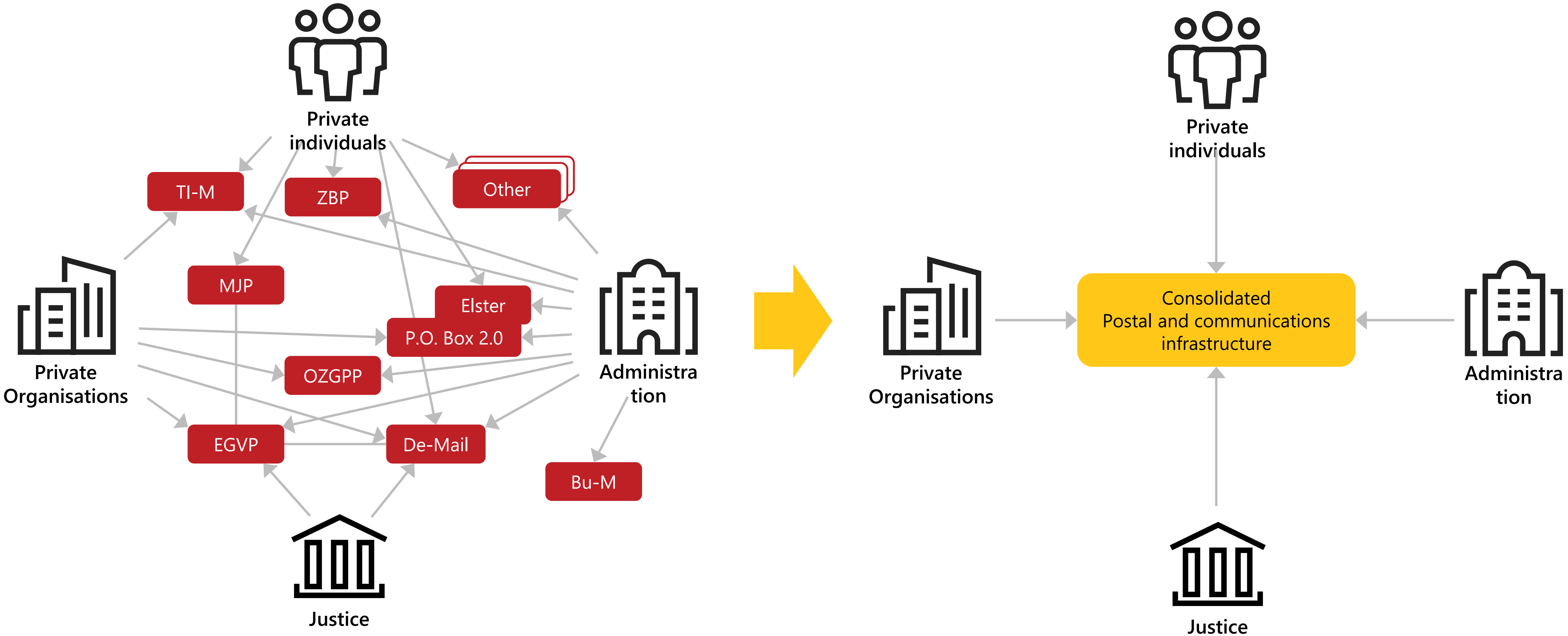
Architecture problem: Many different and in part outdated ‚mailbox‘ solutions developed by different organisations

Status Quo



Architecture vision: Consolidation towards a unconsolidated federal communications infrastructure

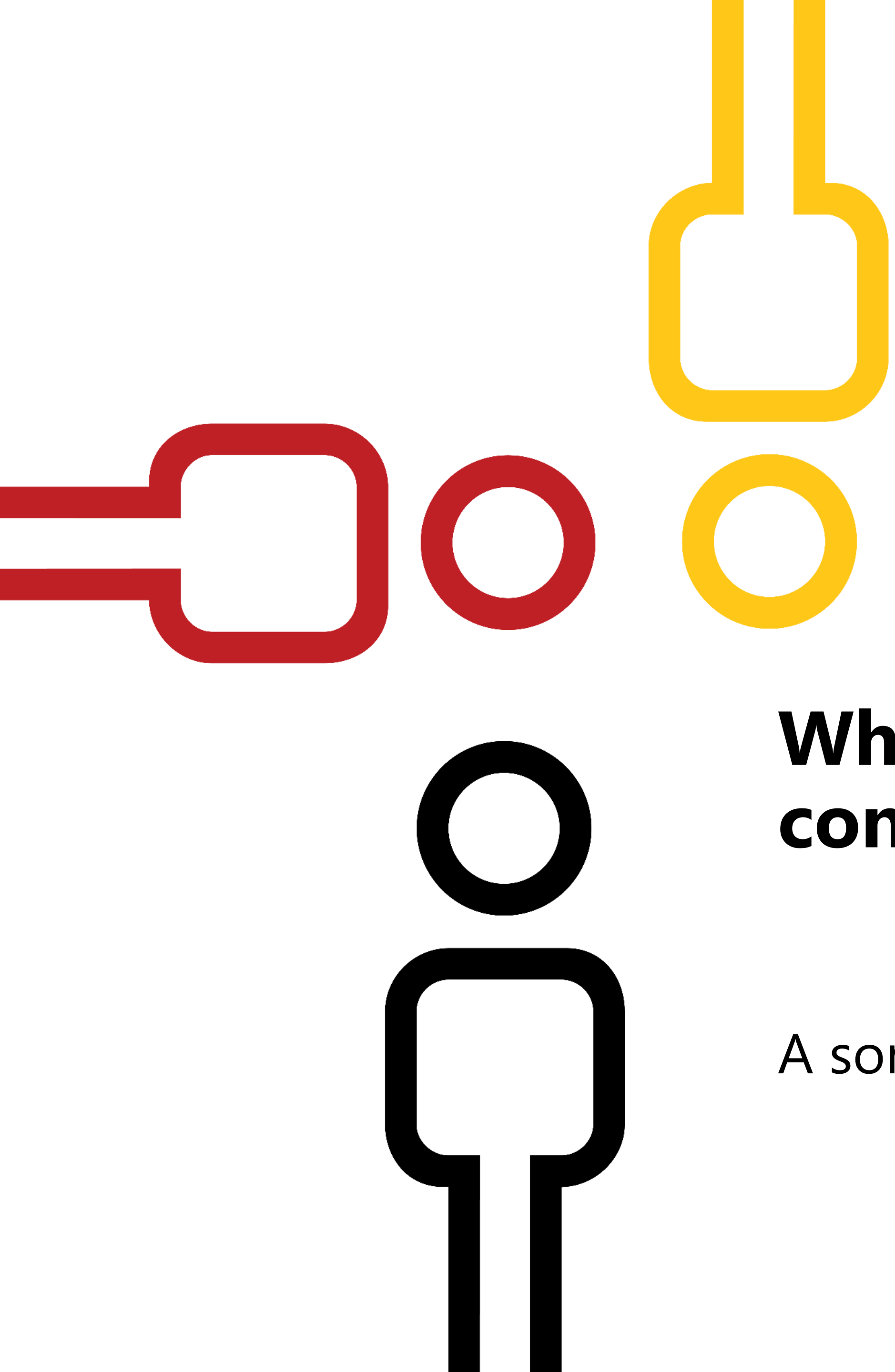
Vision



In summary: What are we trying to achieve?

Design goals

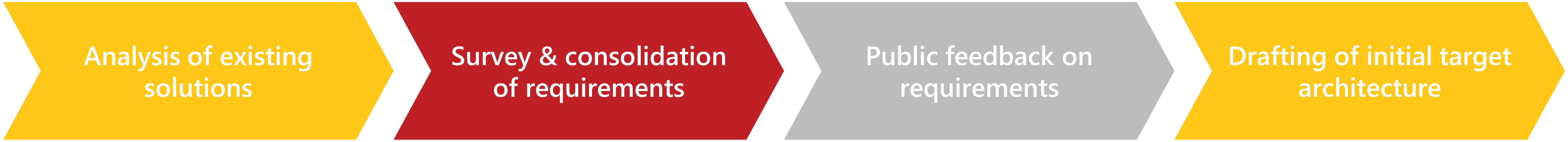
- Dismantle barriers to technical connection and use
- Promote cost-effective operation through consolidation
- Promote End-to-end encryption (E2EE)
- Improve user experience
- Enable continuous state-of-the-art development



What requirements must the consolidated infrastructure meet?

A somewhat dry snapshot of our list of requirements.

What happened so far: The requirements gathering process



Analysis of existing solutions

Survey & consolidation of requirements

Public feedback on requirements

Drafting of initial target architecture

72 Product documentation

12 Interviews with 30 participants

300 Derived functional features

900 requirements collected

150 Consolidated requirements

Ongoing

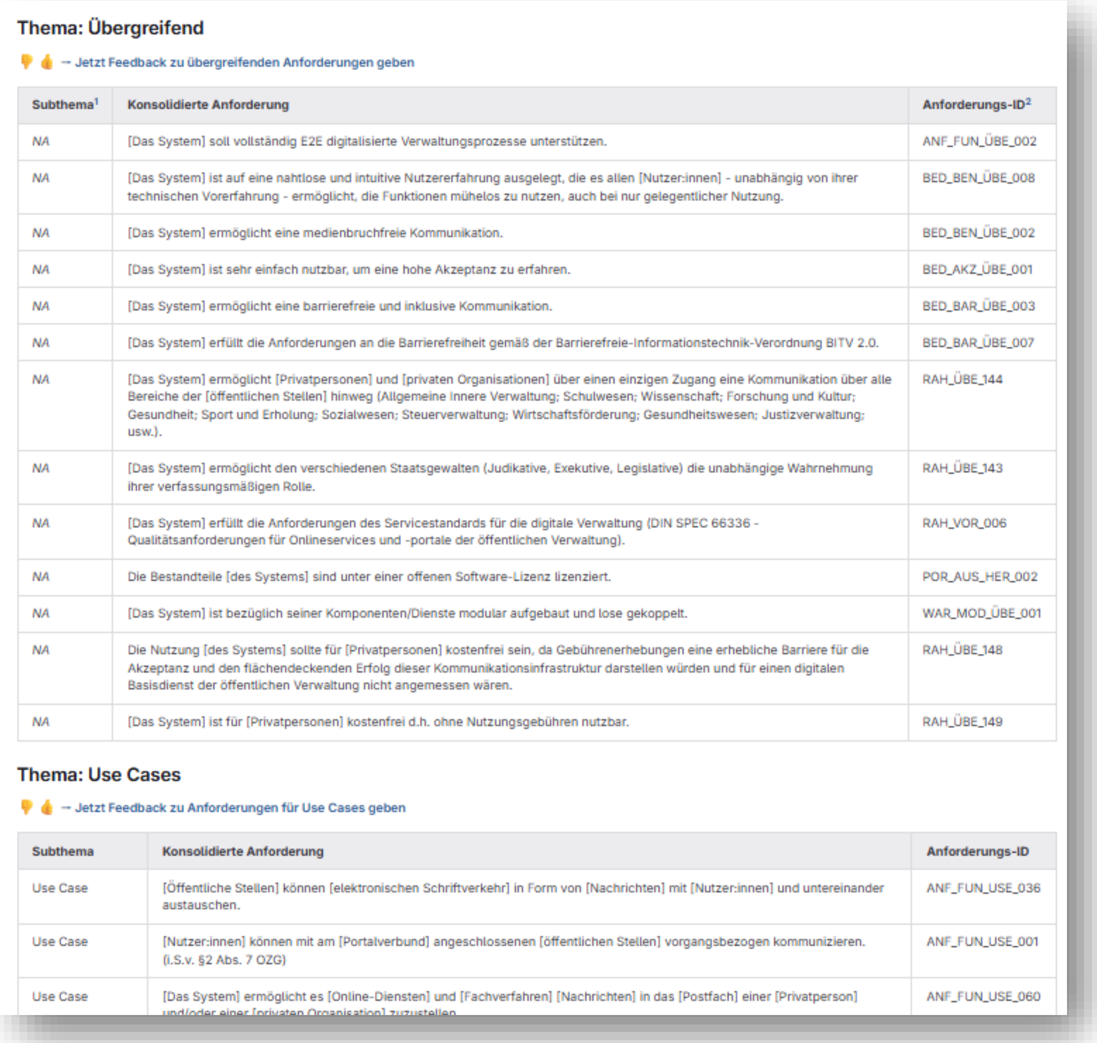
Collection of feedback on openCode

v1.0 Decided by the IT Planning Council

17 Design decisions publicly documented in Architecture Decision Records (ADR) on openCode

Requirements are public on the openCode gitlab

... in German, at least



Thema: Übergreifend

👎 👍 → Jetzt Feedback zu übergreifenden Anforderungen geben

Subthema[1]	Konsolidierte Anforderung	Anforderungs-ID[2]
NA	[Das System] soll vollständig E2E digitalisierte Verwaltungsprozesse unterstützen.	ANF_FUN_ÜBE_002
NA	[Das System] ist auf eine nahtlose und intuitive Nutzererfahrung ausgelegt, die es allen [Nutzer:innen] - unabhängig von ihrer technischen Vorerfahrung - ermöglicht, die Funktionen mühelos zu nutzen, auch bei nur gelegentlicher Nutzung.	BED_BEN_ÜBE_008
NA	[Das System] ermöglicht eine medienbruchfreie Kommunikation.	BED_BEN_ÜBE_002
NA	[Das System] ist sehr einfach nutzbar, um eine hohe Akzeptanz zu erfahren.	BED_AKZ_ÜBE_001
NA	[Das System] ermöglicht eine barrierefreie und inklusive Kommunikation.	BED_BAR_ÜBE_003
NA	[Das System] erfüllt die Anforderungen an die Barrierefreiheit gemäß der Barrierefreie-Informationstechnik-Verordnung BITV 2.0.	BED_BAR_ÜBE_007
NA	[Das System] ermöglicht [Privatpersonen] und [privaten Organisationen] über einen einzigen Zugang eine Kommunikation über alle Bereiche der [öffentlichen Stellen] hinweg (Allgemeine Innere Verwaltung; Schulwesen; Wissenschaft; Forschung und Kultur; Gesundheit; Sport und Erholung; Sozialwesen; Steuerverwaltung; Wirtschaftsförderung; Gesundheitswesen; Justizverwaltung; usw.).	RAH_ÜBE_144
NA	[Das System] ermöglicht den verschiedenen Staatsgewalten (Judikative, Exekutive, Legislative) die unabhängige Wahrnehmung ihrer verfassungsmäßigen Rolle.	RAH_ÜBE_143
NA	[Das System] erfüllt die Anforderungen des Servicestandards für die digitale Verwaltung (DIN SPEC 66336 - Qualitätsanforderungen für Onlineservices und -portale der öffentlichen Verwaltung).	RAH_VOR_006
NA	Die Bestandteile [des Systems] sind unter einer offenen Software-Lizenz lizenziert.	POR_AUS_HER_002
NA	[Das System] ist bezüglich seiner Komponenten/Dienste modular aufgebaut und lose gekoppelt.	WAR_MOD_ÜBE_001
NA	Die Nutzung [des Systems] sollte für [Privatpersonen] kostenfrei sein, da Gebührenerhebungen eine erhebliche Barriere für die Akzeptanz und den flächendeckenden Erfolg dieser Kommunikationsinfrastruktur darstellen würden und für einen digitalen Basisdienst der öffentlichen Verwaltung nicht angemessen wären.	RAH_ÜBE_148
NA	[Das System] ist für [Privatpersonen] kostenfrei d.h. ohne Nutzungsgebühren nutzbar.	RAH_ÜBE_149

Thema: Use Cases

👎 👍 → Jetzt Feedback zu Anforderungen für Use Cases geben

Subthema	Konsolidierte Anforderung	Anforderungs-ID
Use Case	[Öffentliche Stellen] können [elektronischen Schriftverkehr] in Form von [Nachrichten] mit [Nutzer:innen] und untereinander austauschen.	ANF_FUN_USE_036
Use Case	[Nutzer:innen] können mit am [Portalverbund] angeschlossenen [öffentlichen Stellen] vorgangsbezogen kommunizieren. (i.S.v. §2 Abs. 7 OZG)	ANF_FUN_USE_001
Use Case	[Das System] ermöglicht es [Online-Diensten] und [Fachverfahren] [Nachrichten] in das [Postfach] einer [Privatperson] und/oder einer [privaten Organisation] zuzustellen	ANF_FUN_USE_060

https://gitlab.opencode.de/it-planungsrat/fit-ab/zapuk/-/blob/main/konsolidierte-anforderungen/Konsolidierte-Anforderungen.md?ref_type=heads

Some important requirements

Modern user experience

- RAH_ÜBE_144: [The system] enables [private individuals] and [private organisations] to communicate **across all areas of [public authorities] via a single access point**.
- ANF_FUN_USE_055: [The system] enables **[real-time communication]** between two [users].
- ANF_ARC_ARC_016: [Private individuals] can use [the system] easily and **conveniently via a mobile app or responsive web-based access**.
- ANF_FUN_USE_069: [The system] supports **bidirectional communication**, which may be restricted to unidirectional by the [sender].

(and many more…)

Some important requirements

Identity and authenticity

- ANF_FUN_USE_066: [The system] enables the **legally binding and confidential transmission** of [messages] and [attachments].
- ANF_FUN_IDE_001: The **role of a [sender]** ([public authority], [private organisation], [private individual], etc.) must be **recognisable** in a [message].
- ANF_FUN_ADR_024: [The system] **does not use globally unique identifiers** that refer directly or indirectly to [natural persons] recognisable in a [message].
- ANF_FUN_ADR_039: **[Private individuals] may only be contacted** via [the system] with **their prior consent**; consent may be revoked at any time.
- ANF_FUN_ADR_025: [The system] must **support representation rules and powers of attorney**.

(and many more...)

Some important requirements

Openness and connectivity

- ANF_FUN_TRA_017: [The system] transports [messages] **via the internet.**
- ANF_ARC_ANB_006: The functionalities [of the system] are available to [users] without functional restrictions via **programming interfaces** (implementation of the API-first approach).
- ANF_ARC_ANB_007: **All interfaces [of the system] are based on open standards.**
- POR_AUS_HER_002: The components [of the system] **are licensed under an open software licence**.
- ANF_ARC_ANB_021: All interfaces [of the system] can be **accessed without the need for proprietary components.**
- ANF_ARC_ANB_009: **All interfaces [of the system] are structured, complete and publicly available.**

(and many more...)

Some important requirements

Security and encryption

- SIC_VER_ÜBE_026: [The system] ensures **end-to-end encryption** of transmitted [messages] (including [attachments] and [confidential metadata]).
- SIC_VER_ÜBE_029: The encryption method used supports modern cryptographic features such as **perfect forward secrecy (PFS), post-compromise security (PCS**, also known as future secrecy) and **plausible deniability**.
- ANF_ARC_ARC_050: [The system] should **manage cryptographic keys** for [users] (especially [private individuals]) as **automatically and transparently as possible in the background**. Manual interaction with keys should only be necessary in clearly defined exceptional cases, if at all.

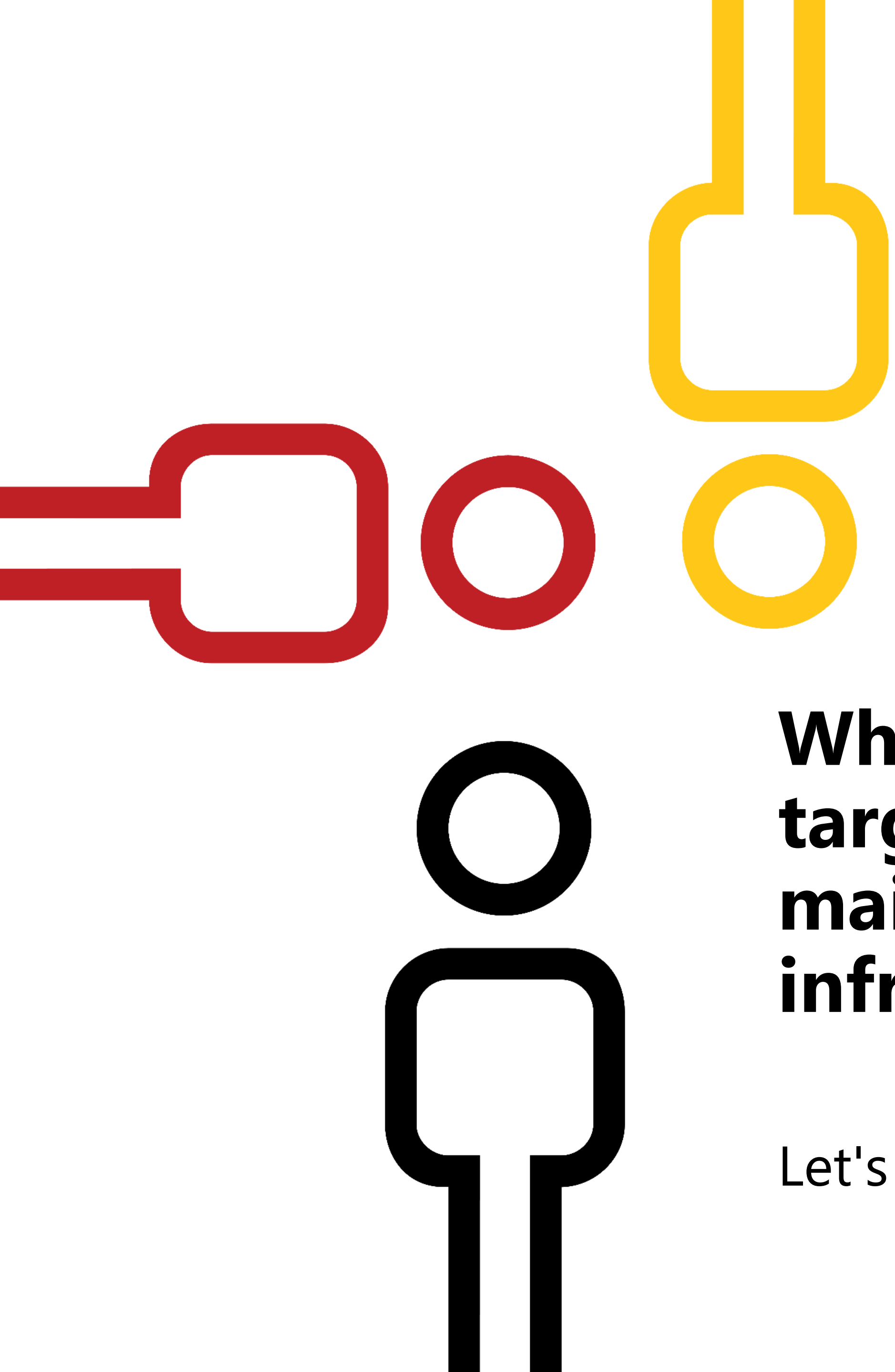
(and many more…)

Some important requirements

Sovereignty

- ZUV_ÜBE_RES_002: [The system] must be designed to be **organisationally and technically resilient** in order to ensure the exchange of messages even in crisis situations.
- RAH_ÜBE_143: [The system] enables the **various branches of government (judiciary, executive, legislature) to perform their constitutional roles independently**.

(and many more...)

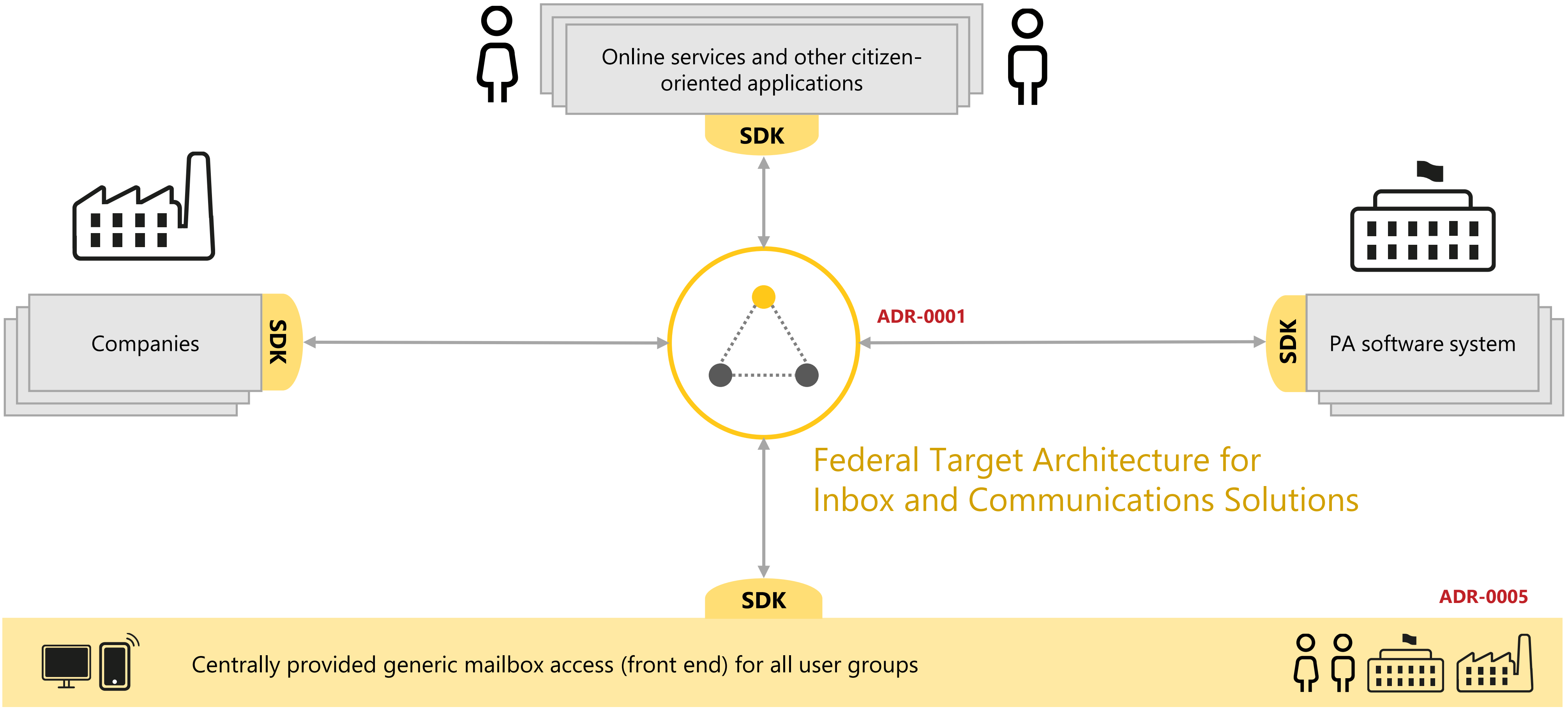


What does Germany's new federal target architecture for a consolidated mailbox and communications infrastructure look like?

Let's zoom in.

Target architecture: User groups and general setup

Overview target architecture



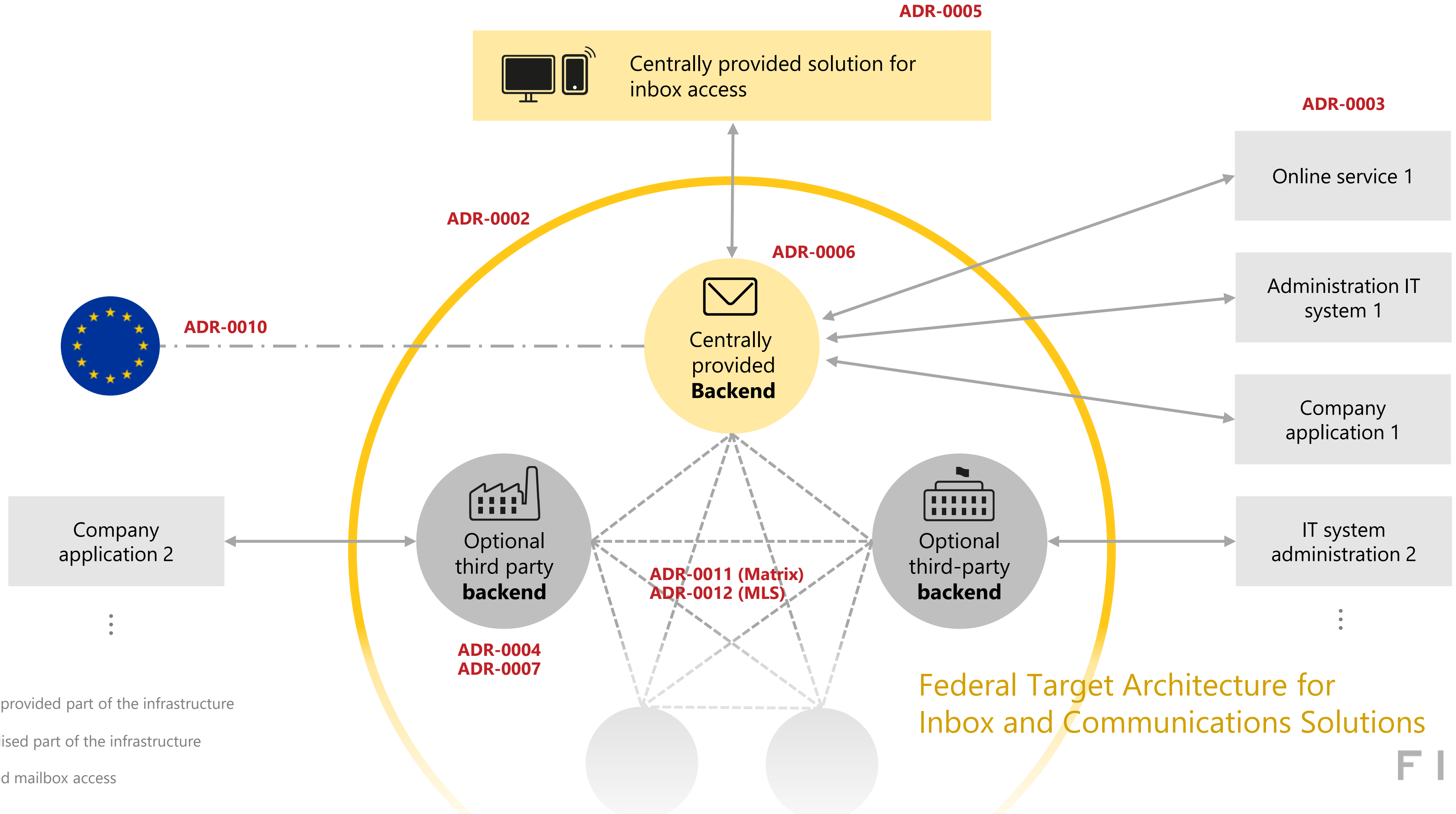
Online services and other citizen-oriented applications
SDK
Companies
SDK
ADR-0001
SDK
PA software system
Federal Target Architecture for Inbox and Communications Solutions
SDK
ADR-0005
Centrally provided generic mailbox access (front end) for all user groups

ADR-001

- **ADR-001:** The infrastructure is modular and can be expanded with a few cross-sectional functions. It is a cross-sectional or **basic component** that is **agnostic in terms of subject matter**. Subject-specific processes and functions are not anchored in the infrastructure.

Target architecture: Topology of the infrastructure

Overview target architecture



ADR-0005
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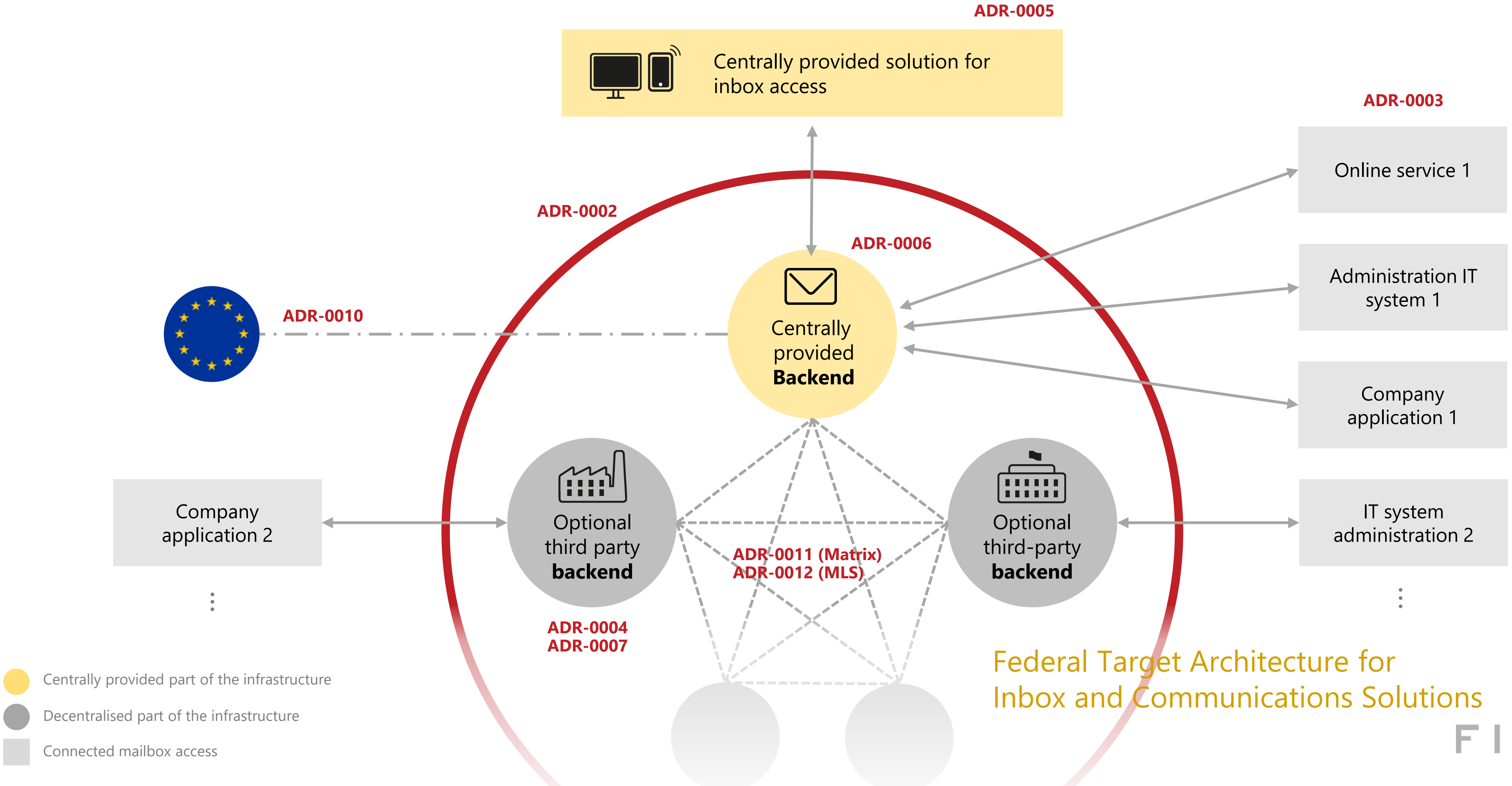
ADR-0003
Online service 1
Administration IT system 1
Company application 1
IT system administration 2
ADR-0002
ADR-0006
Centrally provided Backend
ADR-0010
Company application 2
Optional third party backend
Optional third-party backend
ADR-0011 (Matrix)
ADR-0012 (MLS)
ADR-0004
ADR-0007

Federal Target Architecture for Inbox and Communications Solutions

- ● Centrally provided part of the infrastructure
- ● Decentralised part of the infrastructure
- ■ Connected mailbox access

Target architecture: Topology of the infrastructure

Overview target architecture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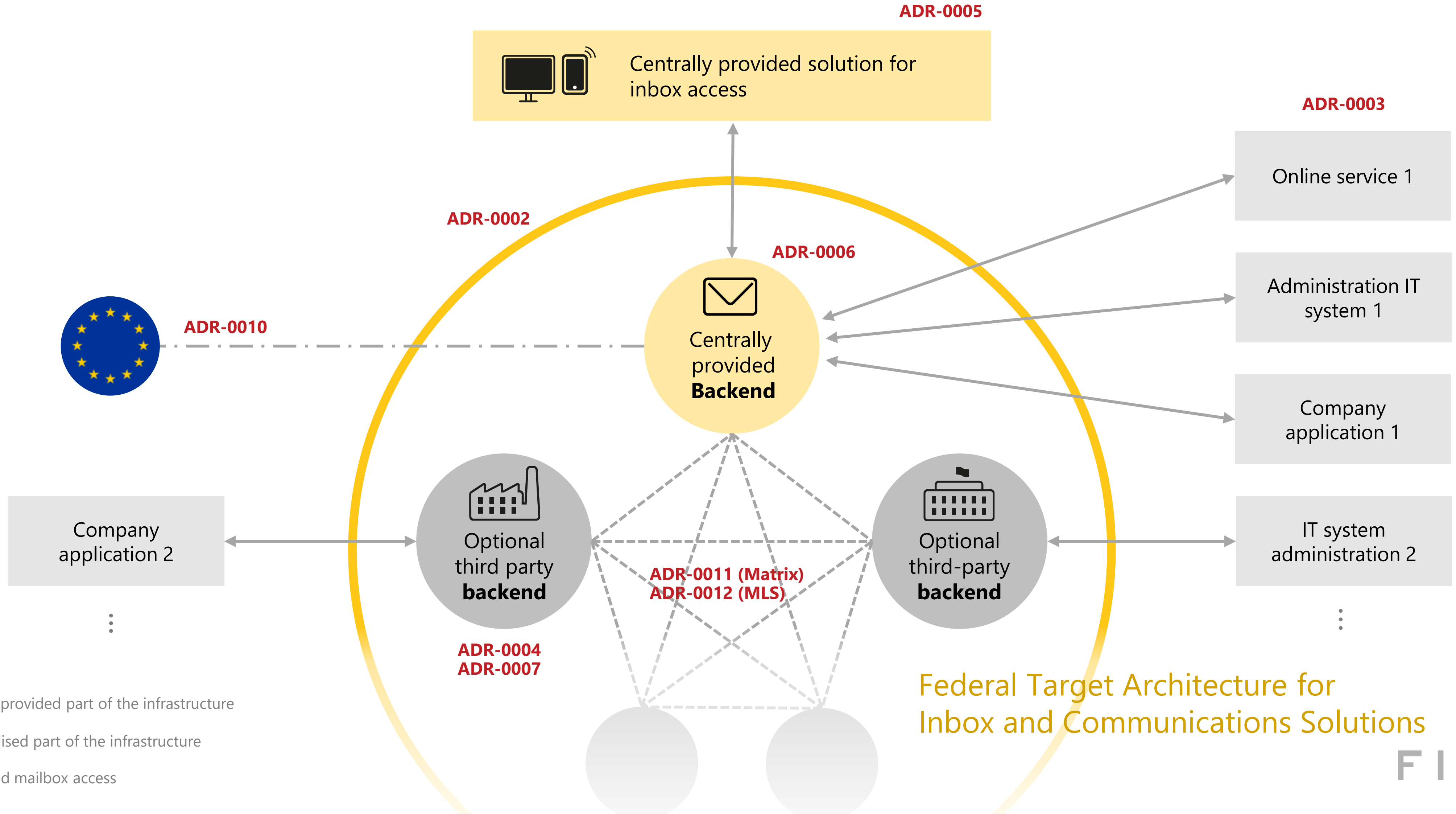
Federal Target Architecture for Inbox and Communications Solutions
● Centrally provided part of the infrastructure
● Decentralised part of the infrastructure
■ Connected mailbox access

ADR-002

- **ADR-002:** The topology of the infrastructure follows **a hybrid approach** with both centrally provided clients and backends, as well as **optional decentralised components provided by third parties,** which together form a **federated communications network.**

Target architecture: Centrally provided building blocks as a voluntary offer

Overview target architecture



ADR-0005

Centrally provided solution for inbox access

ADR-0003

Online service 1

Administration IT system 1

Company application 1

IT system administration 2

ADR-0002

ADR-0006

Centrally provided **Backend**

ADR-0010

Company application 2

Optional third party **backend**

ADR-0004
ADR-0007

ADR-0011 (Matrix)
ADR-0012 (MLS)

Optional third-party **backend**

Federal Target Architecture for Inbox and Communications Solutions

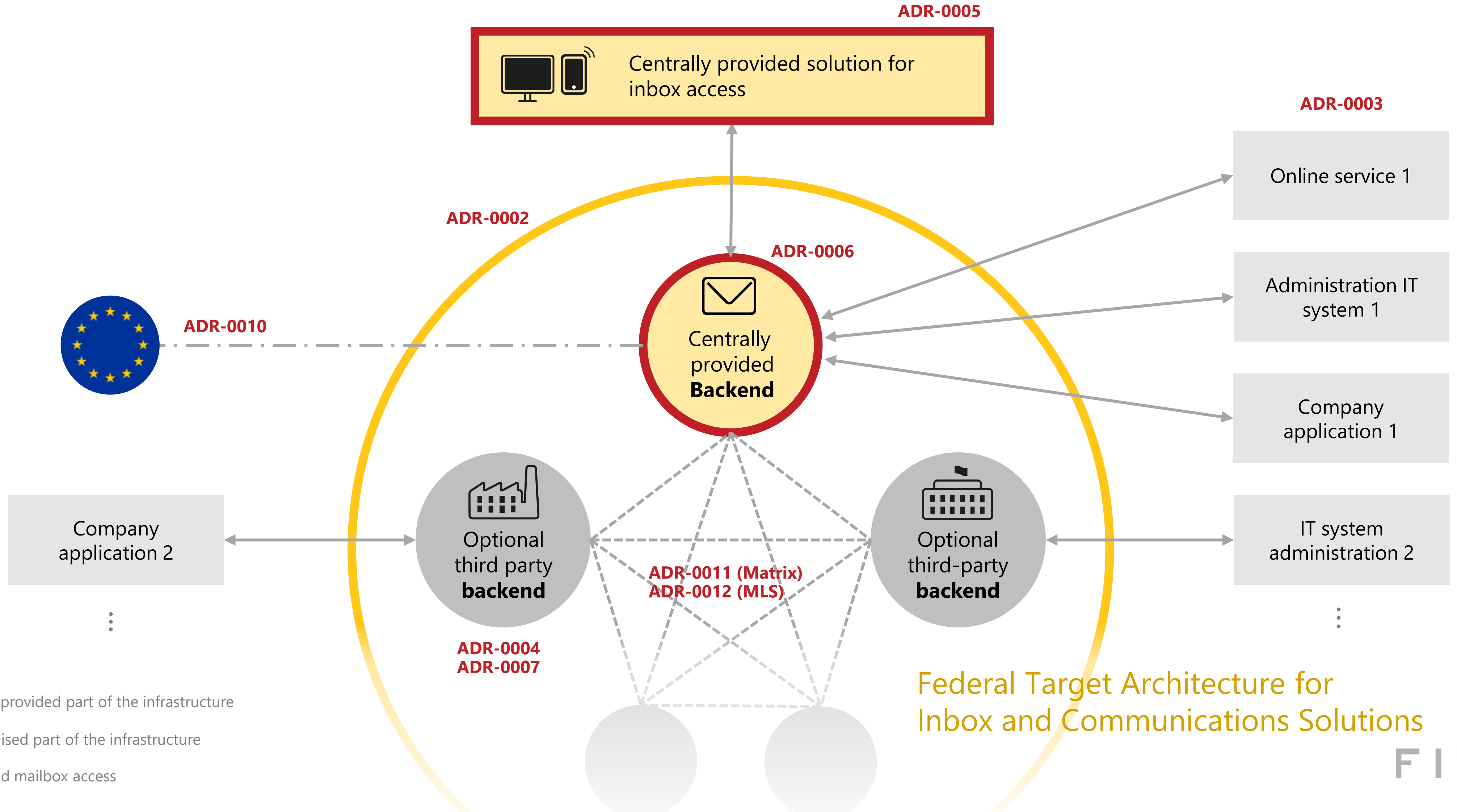
● Centrally provided part of the infrastructure

● Decentralised part of the infrastructure

■ Connected mailbox access

Target architecture: Centrally provided building blocks as a voluntary offer

Overview target architecture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Federal Target Architecture for Inbox and Communications Solutions

● Centrally provided part of the infrastructure

● Decentralised part of the infrastructure

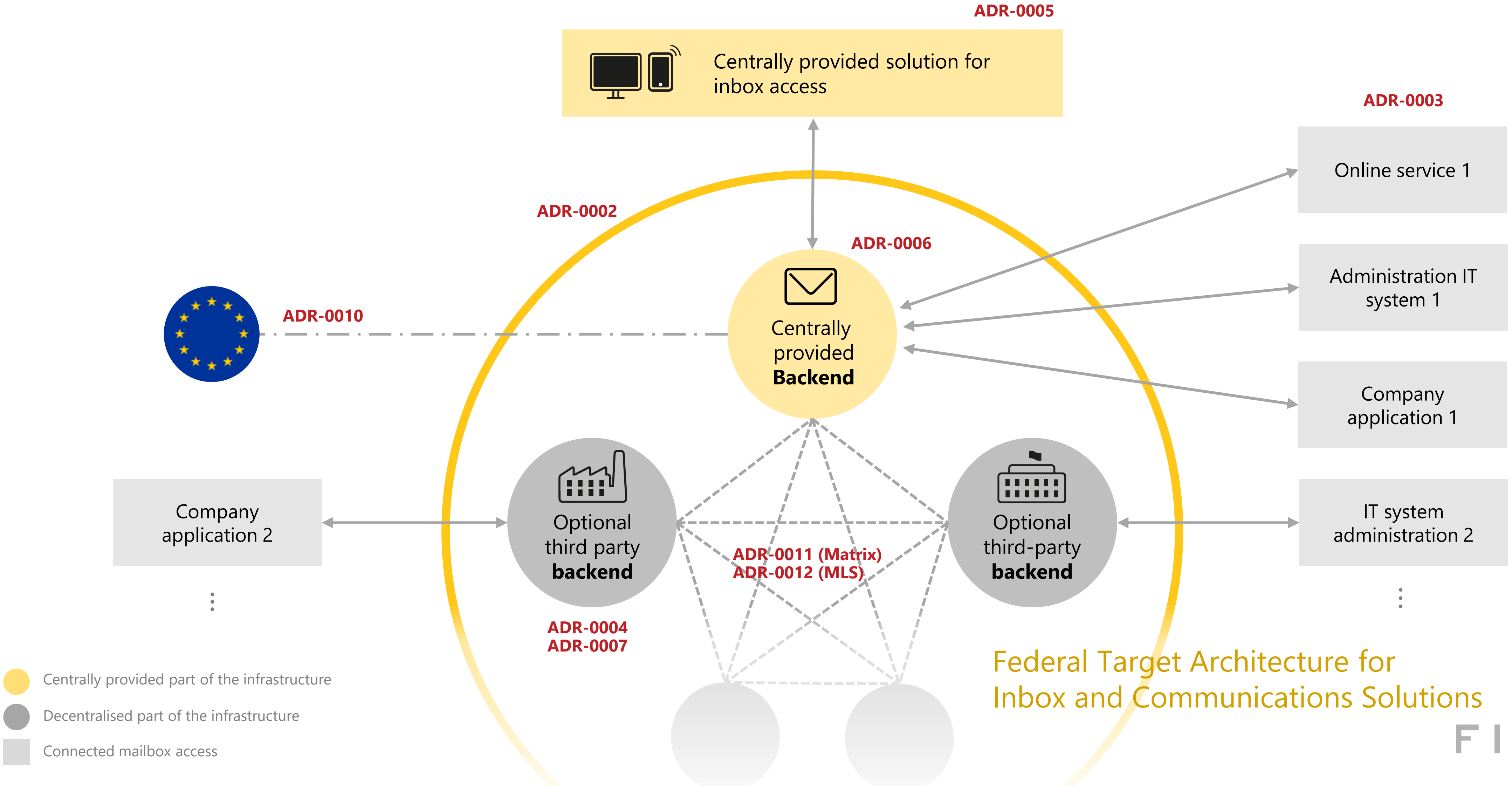
■ Connected mailbox access

ADR-005 and ADR-006

- **ADR-005:** As a **native part of the infrastructure**, a technically agnostic mailbox **client is provided** centrally for all [users]. The modular configuration of the solution allows its range of functions to be adapted to the needs of [user] groups.
- **ADR-006:** As a **native part of the infrastructure**, a mailbox **backend is provided** centrally for all users (in addition to any mailbox backends operated by third parties).

Target architecture: Open ecosystem of development and operations

Overview target architecture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Federal Target Architecture for Inbox and Communications Solutions

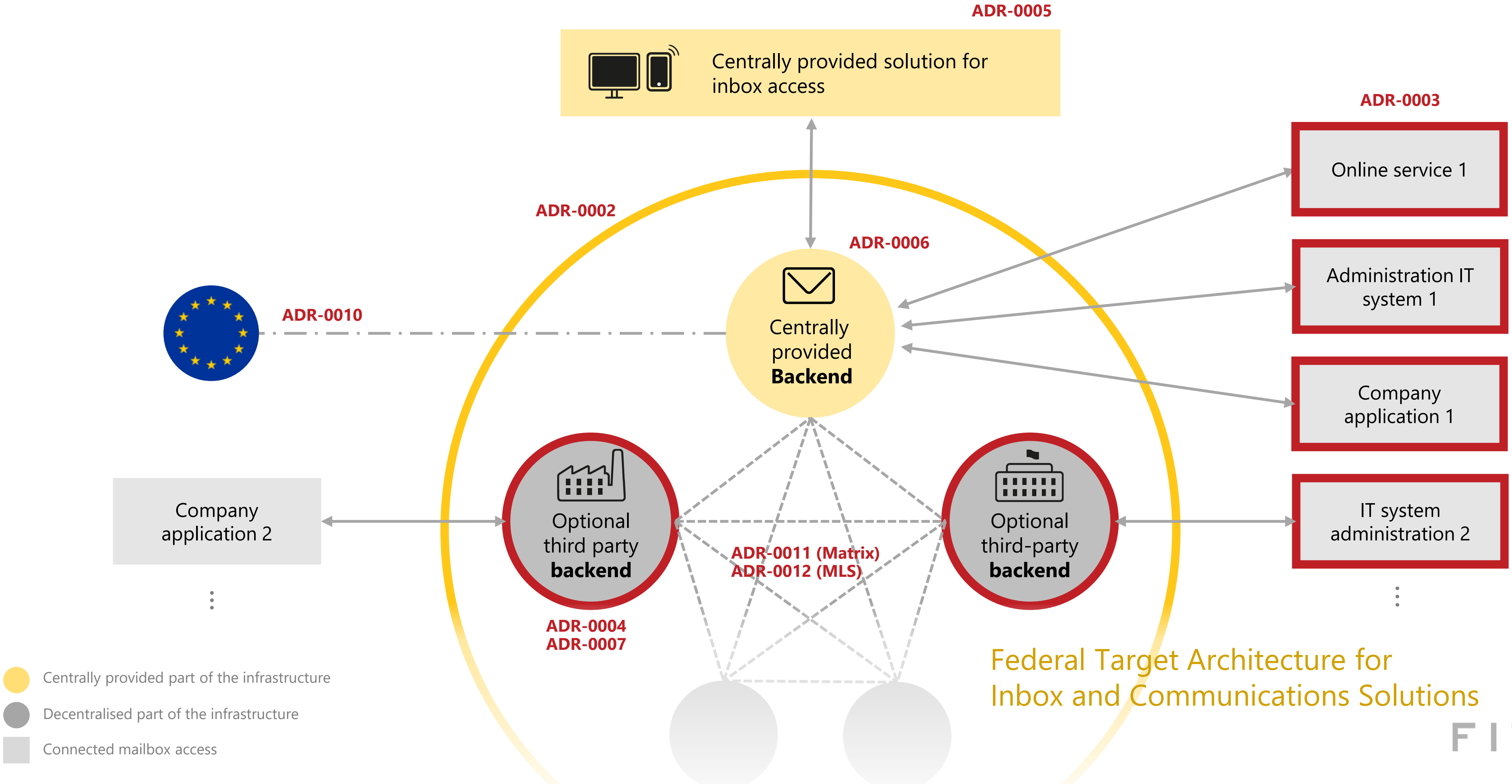
● Centrally provided part of the infrastructure

● Decentralised part of the infrastructure

■ Connected mailbox access

Target architecture: Open ecosystem of development and operations

Overview target architecture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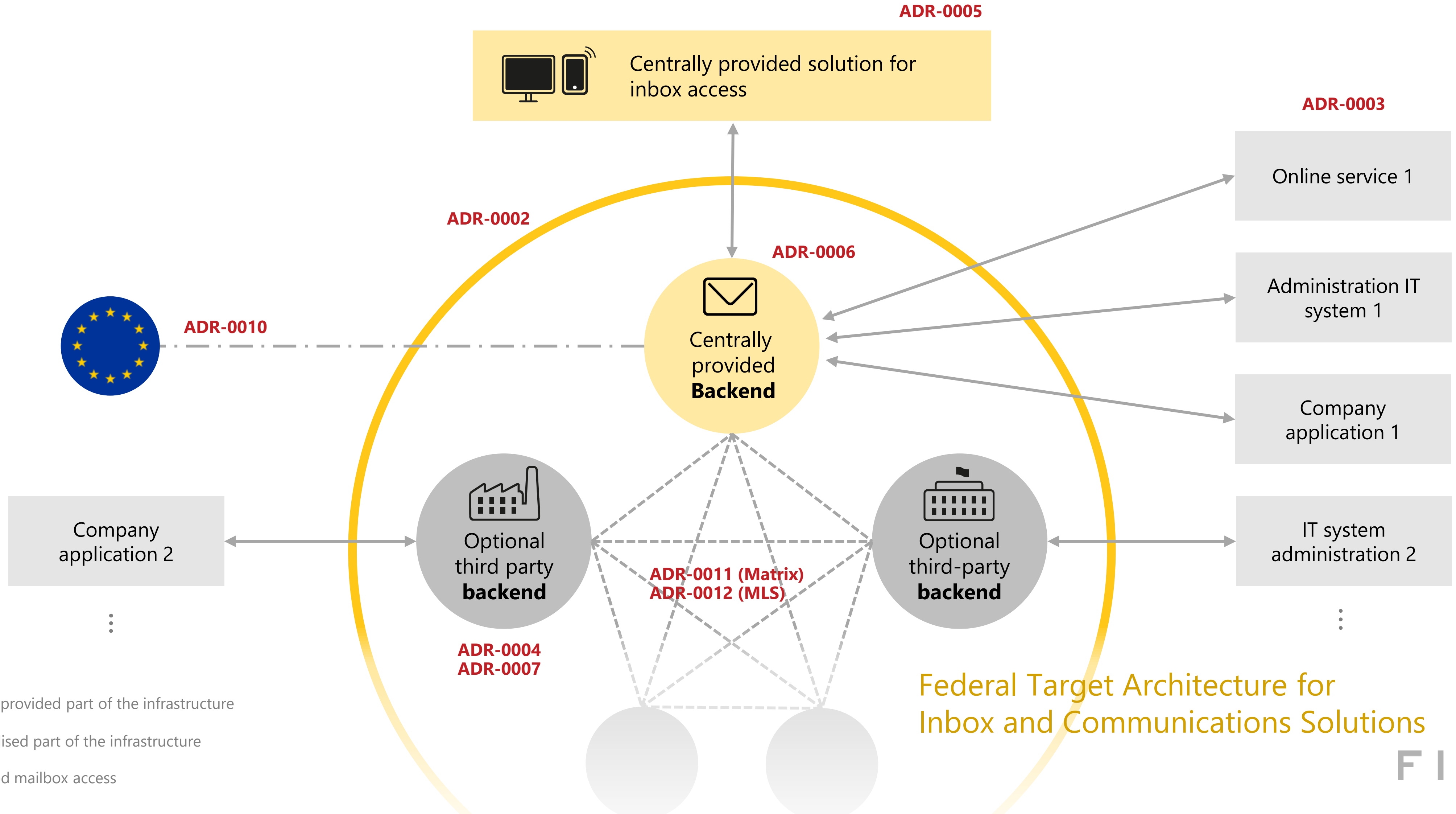
Federal Target Architecture for Inbox and Communications Solutions
● Centrally provided part of the infrastructure
● Decentralised part of the infrastructure
■ Connected mailbox access

ADR-003, ADR-004 and ADR-007

- **ADR-003: Open development and provision of mailbox client,** including by third parties: The connection of any client-side applications to the infrastructure is permitted without significant restrictions or verification.
- **ADR-004: Open development and provision of mailbox backends,** including by third parties: Any backend systems may be included in the communications network after prior registration and subject to the connection conditions.
- **ADR-007:** Third-party implementations of mailbox backends are unconditionally permitted against the backdrop of a zero-trust paradigm. **A standard or reference implementation** of mailbox backends is developed centrally and made available for reuse.

Target architecture: Matrix (and MLS) as E2EE communications layer

Overview of target architecture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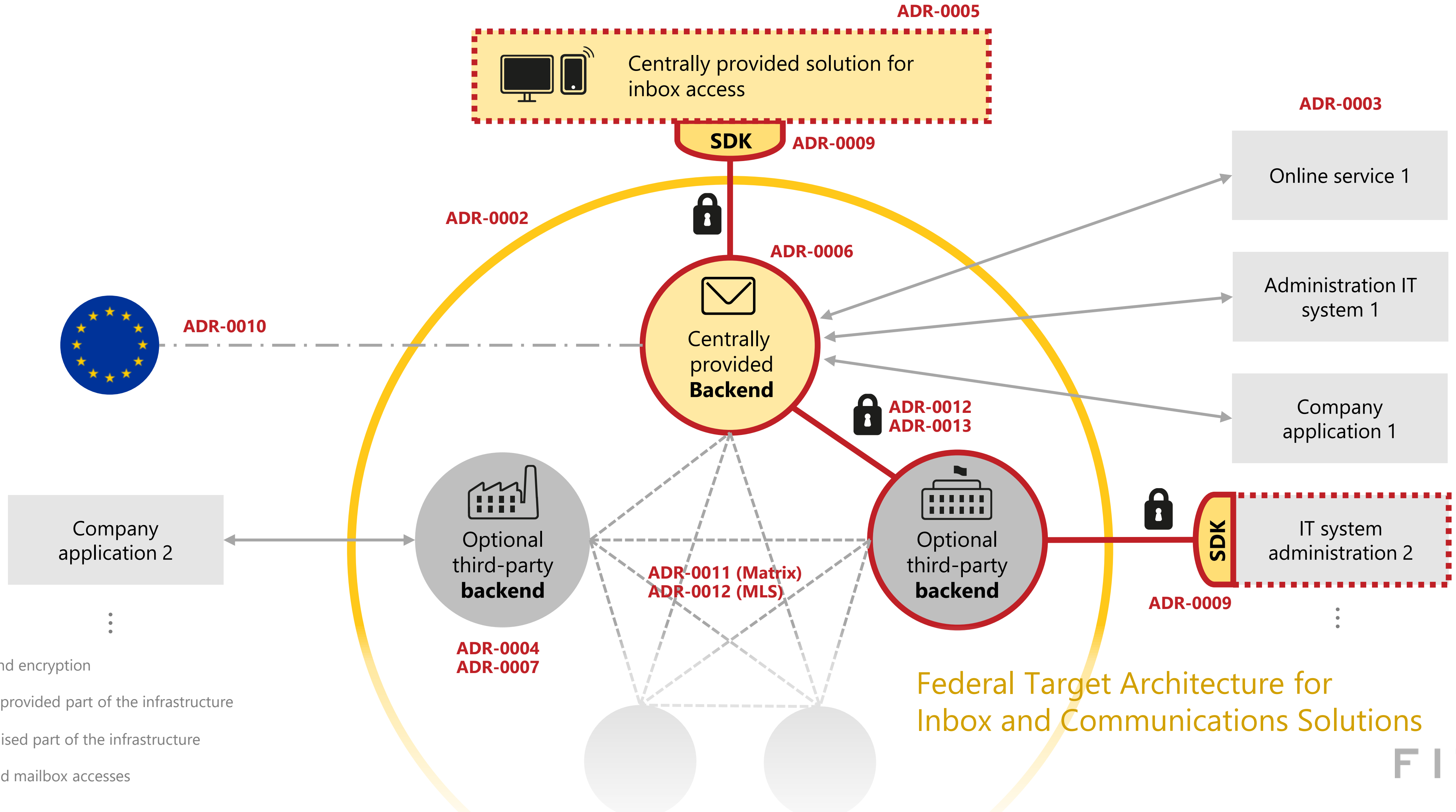
● Centrally provided part of the infrastructure

● Decentralised part of the infrastructure

■ Connected mailbox access

Target architecture: Matrix (and MLS) as E2EE communications layer

Overview of target architecture



Federal Target Architecture for Inbox and Communications Solutions

○ End-to-end encryption

● Centrally provided part of the infrastructure

● Decentralised part of the infrastructure

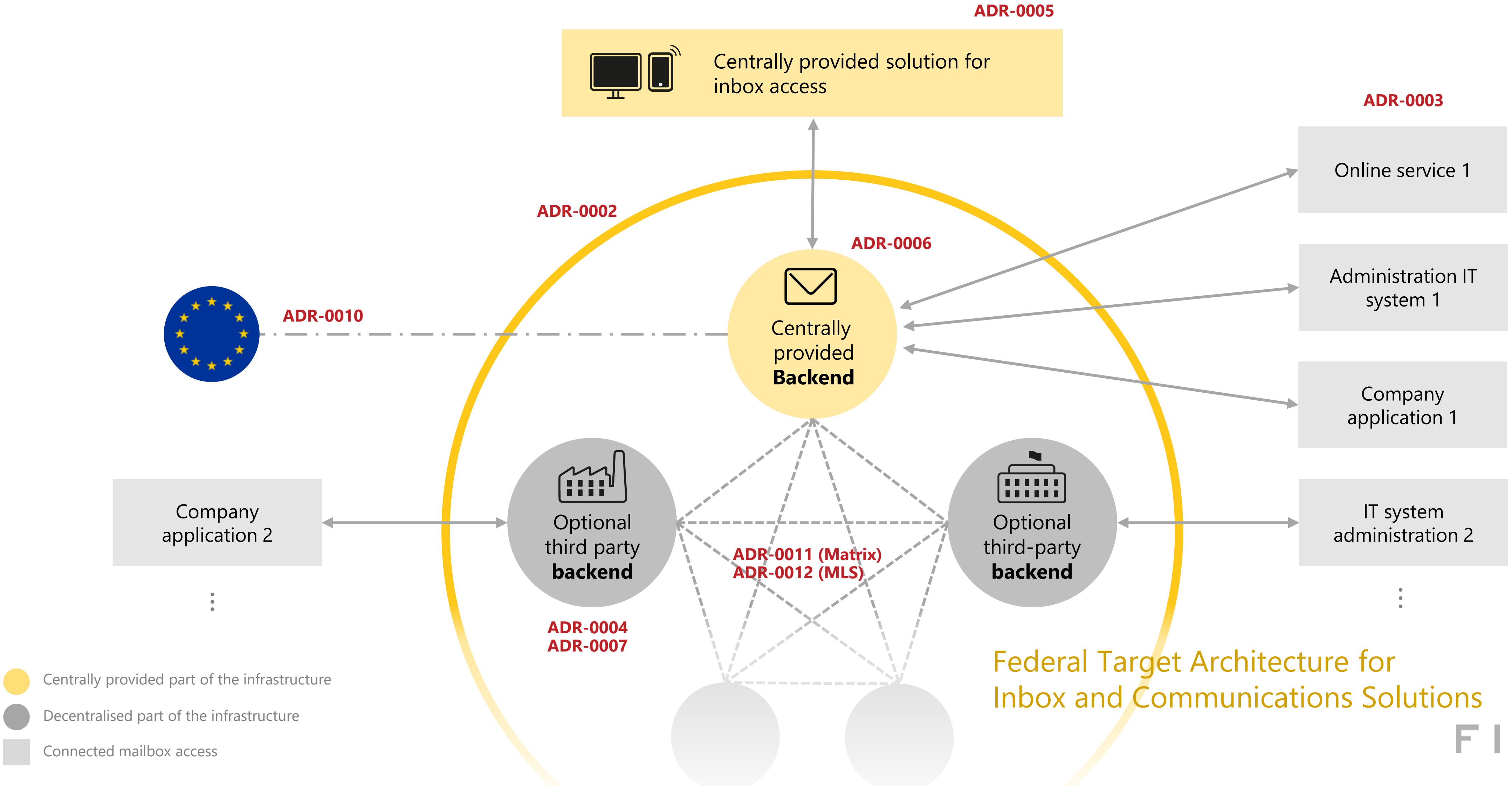
■ Connected mailbox accesses

ADR-011, ADR-012 and ADR-013

- **ADR-011:** Use of the open international **Matrix standard as the communication layer** of the infrastructure
- **ADR-012:** Use of open international **Messaging Layer Security (MLS) standards as the end-to-end encryption layer** of the infrastructure
- **ADR-013:** Authenticity is established through mutual authentication of [users] in the encrypted channel of the end-to-end encryption layer.

Target architecture: Interoperability with third-party infrastructures

Overview target architecture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● Centrally provided part of the infrastructure

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■ Connected mailbox access

Target architecture: Interoperability with third-party infrastructures

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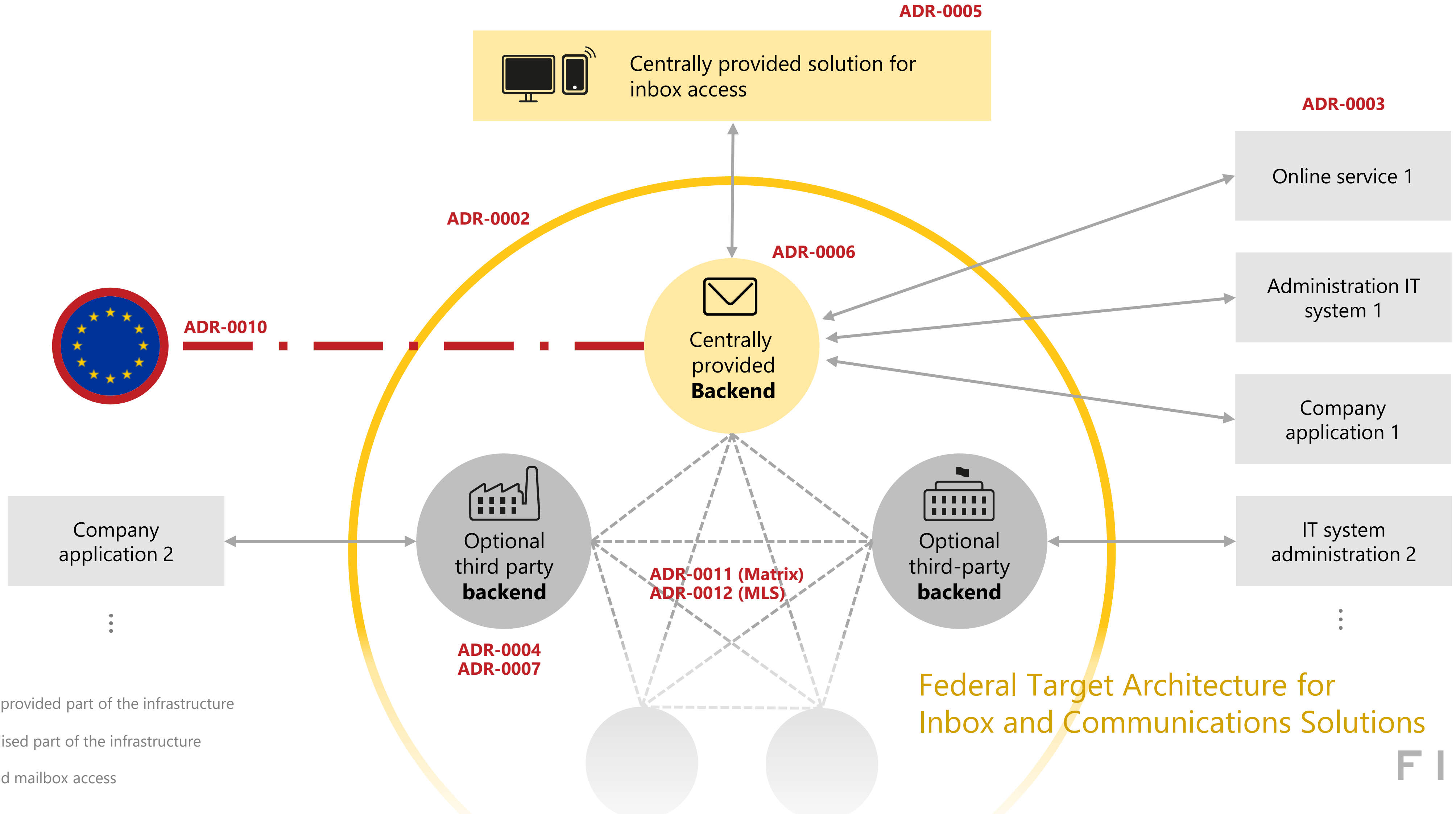
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⋮
⋮

Federal Target Architecture for Inbox and Communications Solutions

- ● Centrally provided part of the infrastructure
- ● Decentralised part of the infrastructure
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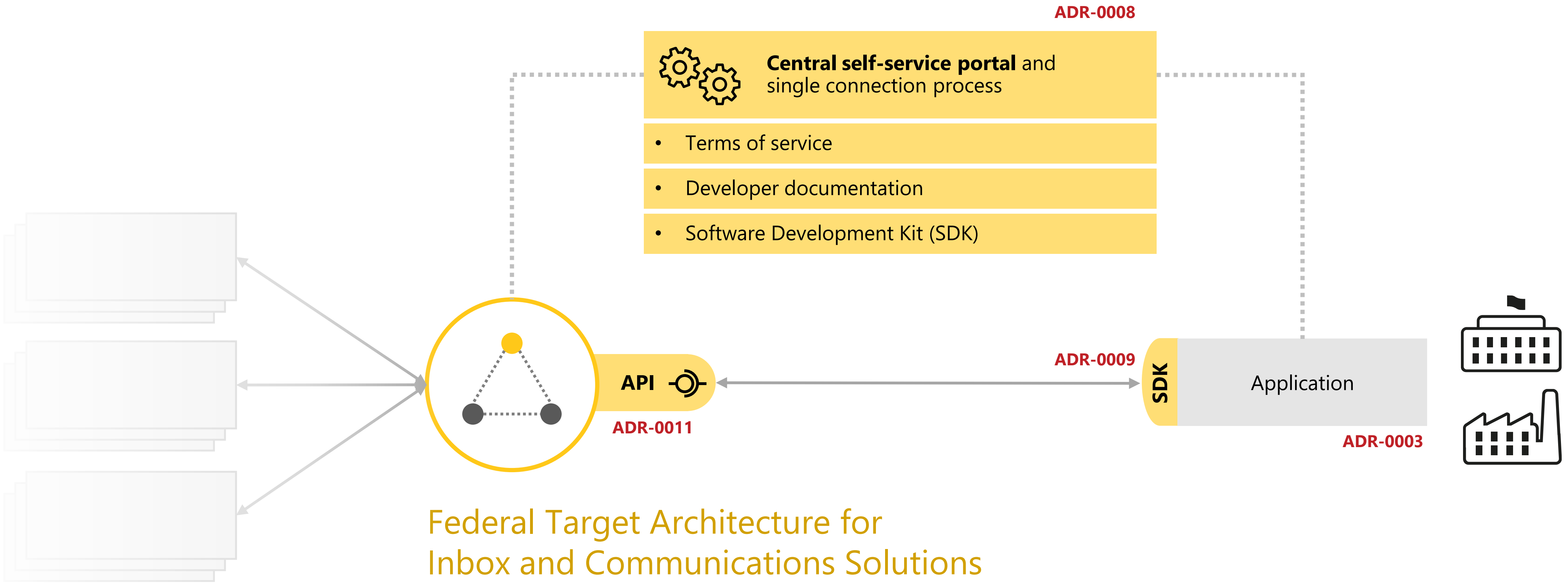
ADR-010

- **ADR-10:** **Interoperability with external systems** outside the scope of the target architecture, in particular systems in the EU and other EU countries, is established at **the end-to-end encryption layer** (through the use of protocol converters).

Target architecture: Connectivity and developer support

Overview target architecture



ADR-0008

Central self-service portal and single connection process

- Terms of service
- Developer documentation
- Software Development Kit (SDK)

Federal Target Architecture for Inbox and Communications Solutions

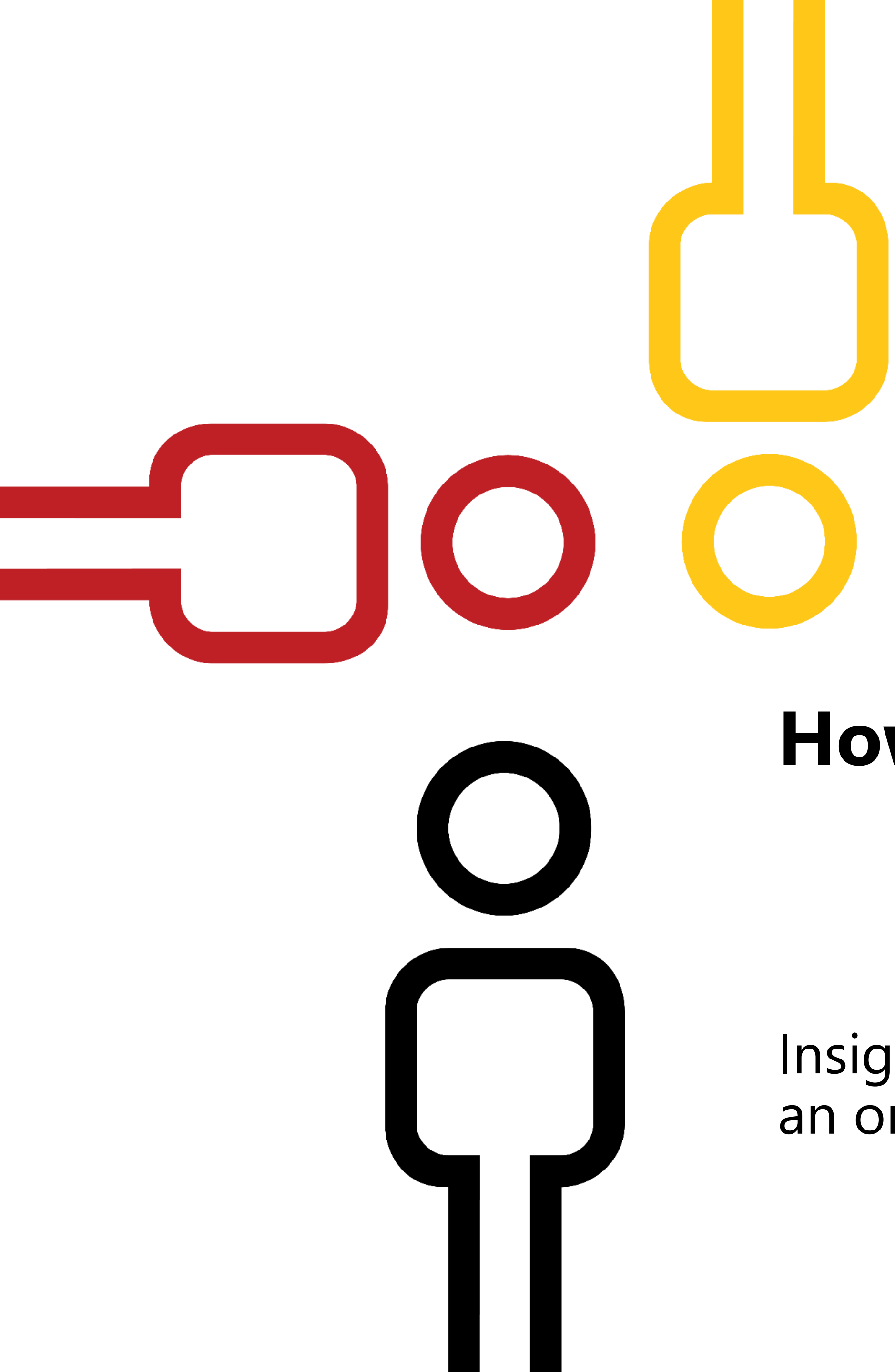
ADR-008 and ADR-009

- **ADR-008:** Uniform process for connecting mailbox clients and mailbox backends to the infrastructure via a **central self-service portal (SSP) for connection for all [user] groups**.
- **ADR-009:** Central **provision of software development kits (SDK)** to support the simplified, secure and consistent connection of mailbox clients to the infrastructure.

Architectural decisions for the target architecture P&K

Architecture Decision Records (ADR)

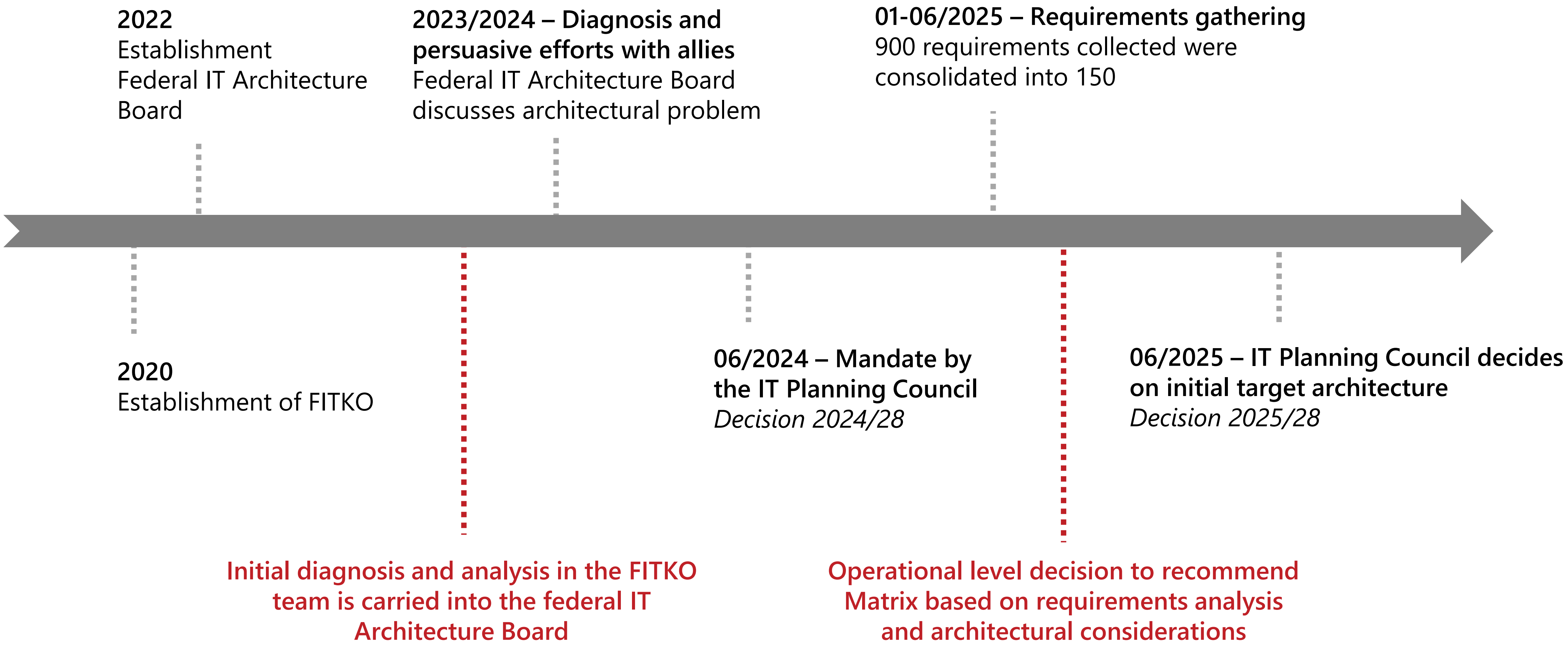
ADR	Summary of the architecture decision
ADR-0001	The infrastructure is **modular** and can be expanded with a few **cross-sectional** functions. It is essentially an agnostic cross-sectional or basic component. Specialist processes and functions are not anchored in the infrastructure. agnostic cross-sectional or basic component. Subject-specific processes and functions are not anchored in the infrastructure.
ADR-0002	The **topology of the infrastructure follows a hybrid approach** with both centrally provided mailbox access and mailbox backends, and optional decentralised components provided by third parties, which together form a federated communications network.
ADR-0003	**Open** development and provision of **mailbox access,** including by third parties: Any client-side applications may be connected to the infrastructure is permitted without significant restrictions or verification.
ADR-0004	**Open** development and provision of **mailbox backends,** including by third parties: The inclusion of any backend systems into the communications network is permitted after prior registration and subject to compliance with **the connection conditions**.
ADR-0005	As a native part of the infrastructure, **technically agnostic mailbox access** is **provided centrally** for all [users]. The modular configuration of the solution allows its range of functions to be adapted to the needs of [user] groups.
ADR-0006	As a native part of the infrastructure, **a mailbox backend** is **provided centrally** for all [users] (in addition to any mailbox backends operated by third parties).
ADR-0007	**Third-party implementations** of mailbox backends are unconditionally **permitted** against the backdrop of a **zero-trust paradigm**. A **standard or reference implementation** of mailbox backends is developed centrally and made available for reuse.
ADR-0008	**Uniform process for** connecting mailbox accesses and mailbox backends to the infrastructure via a **central self-service portal (SSP)** for connection for all [user] groups.
ADR-0009	Central provision of **software development kits (SDK)** to support the simplified, secure and consistent connection of mailbox accesses to the infrastructure.
ADR-0010	**Interoperability** with external systems outside the scope of the target architecture, in particular systems in **the EU and other EU countries**, is established **at the end-to-end encryption layer level** (through the use of protocol converters).
ADR-0011	Use of the open international ***Matrix*** standard **as the communication layer** of the infrastructure.
ADR-0012	Use of open international standards ***Messaging Layer Security (MLS)*** **as the end-to-end encryption layer** of the infrastructure
ADR-0013	**Authenticity** is established through mutual authentication of [users] in the encrypted channel of **the** end-to-end **encryption layer**.



How did we get here?

Insights from a long journey and
an ongoing administrative policy process.

An anecdotal timeline



2020
Establishment of FITKO

2022
Establishment
Federal IT Architecture
Board

Initial diagnosis and analysis in the FITKO team is carried into the federal IT Architecture Board

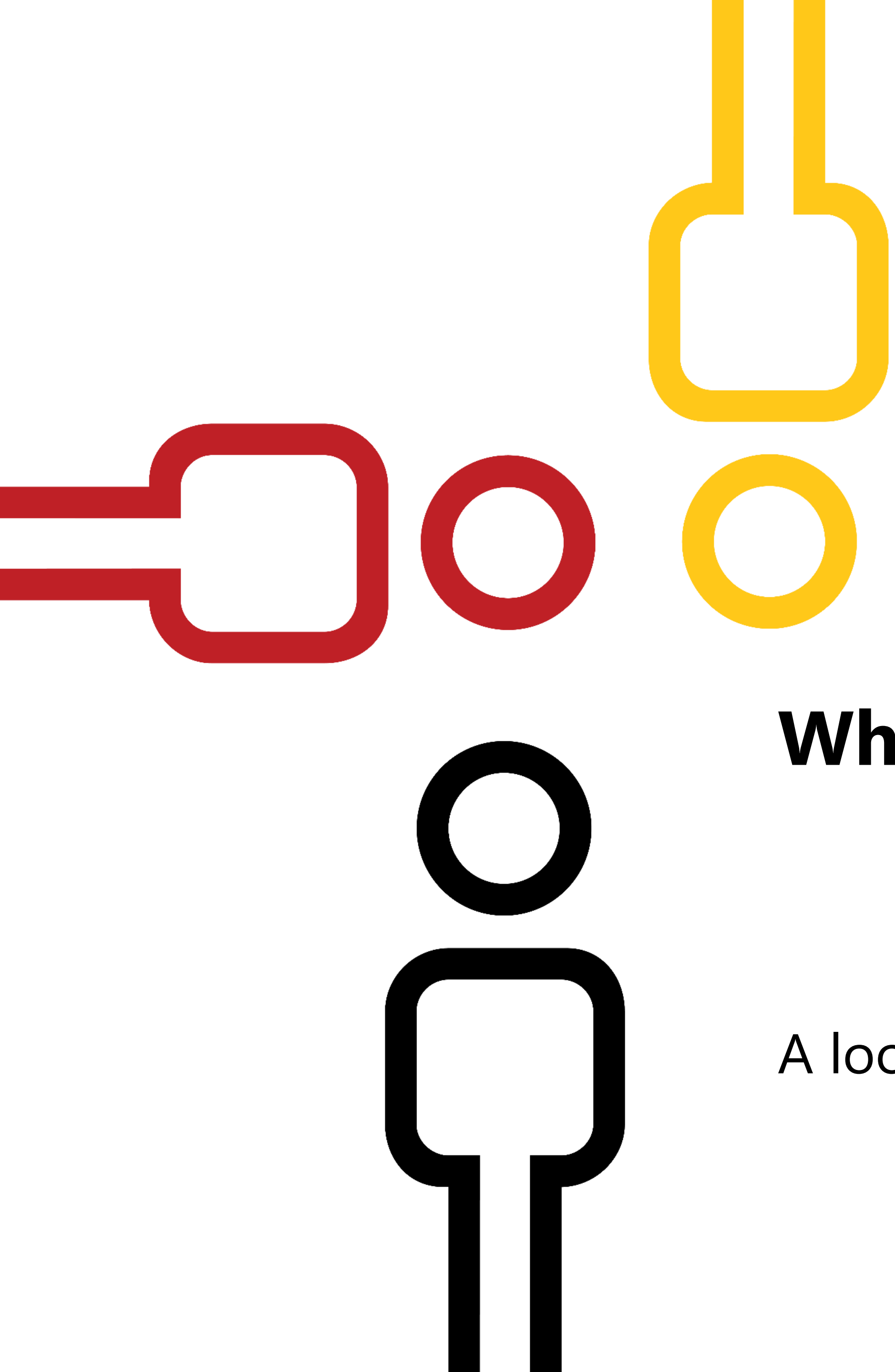
2023/2024 – Diagnosis and persuasive efforts with allies
Federal IT Architecture Board discusses architectural problem

06/2024 – Mandate by the IT Planning Council
Decision 2024/28

01-06/2025 – Requirements gathering
900 requirements collected were consolidated into 150

Operational level decision to recommend Matrix based on requirements analysis and architectural considerations

06/2025 – IT Planning Council decides on initial target architecture
Decision 2025/28

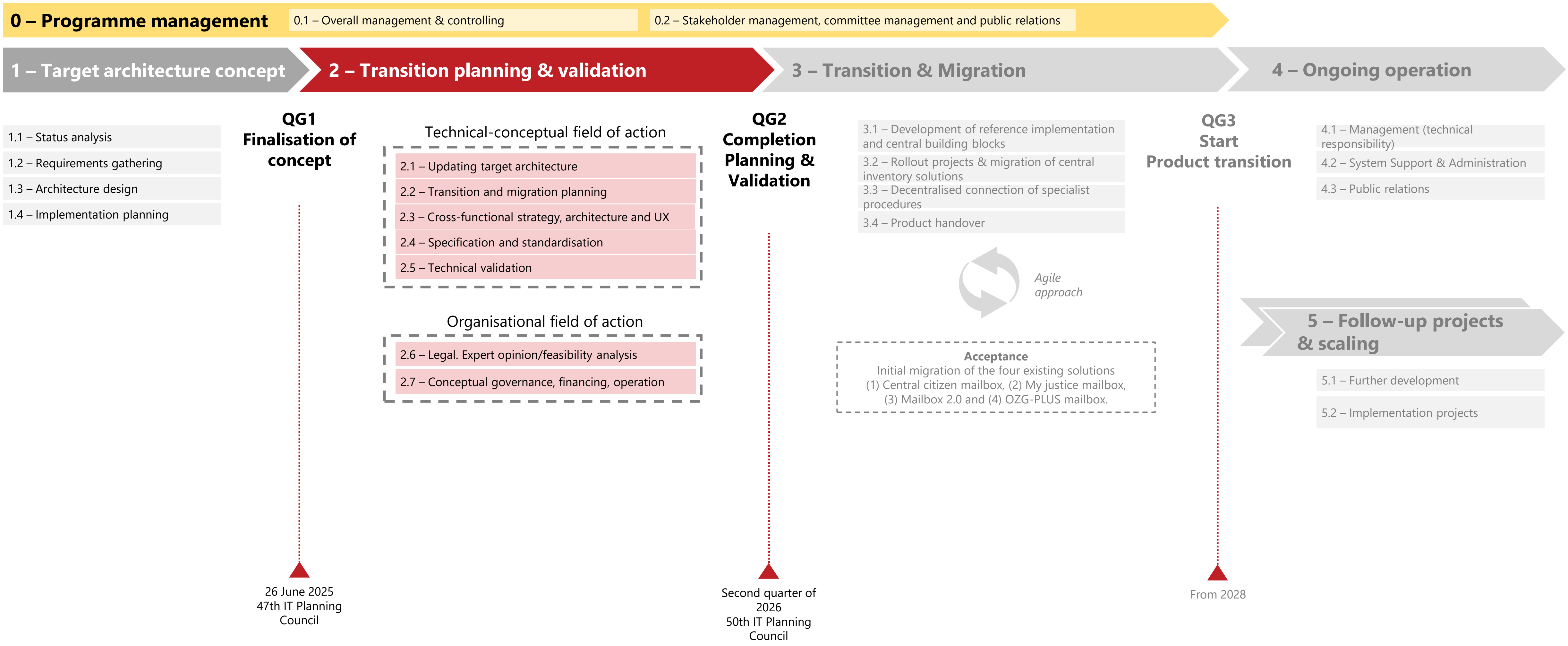


What will happen next?

A look ahead.

ZaPuK implementation programme

Procedure 2025 to 2026



0 – Programme management

0.1 – Overall management & controlling

0.2 – Stakeholder management, committee management and public relations

1 – Target architecture concept

- 1.1 – Status analysis
- 1.2 – Requirements gathering
- 1.3 – Architecture design
- 1.4 – Implementation planning

QG1
Finalisation of concept

26 June 2025
47th IT Planning Council

2 – Transition planning & validation

Technical-conceptual field of action

- 2.1 – Updating target architecture
- 2.2 – Transition and migration planning
- 2.3 – Cross-functional strategy, architecture and UX
- 2.4 – Specification and standardisation
- 2.5 – Technical validation

Organisational field of action

- 2.6 – Legal. Expert opinion/feasibility analysis
- 2.7 – Conceptual governance, financing, operation

QG2
Completion Planning & Validation

Second quarter of 2026
50th IT Planning Council

3 – Transition & Migration

- 3.1 – Development of reference implementation and central building blocks
- 3.2 – Rollout projects & migration of central inventory solutions
- 3.3 – Decentralised connection of specialist procedures
- 3.4 – Product handover

Agile approach

Acceptance
Initial migration of the four existing solutions
(1) Central citizen mailbox, (2) My justice mailbox,
(3) Mailbox 2.0 and (4) OZG-PLUS mailbox.

QG3
Start
Product transition

From 2028

4 – Ongoing operation

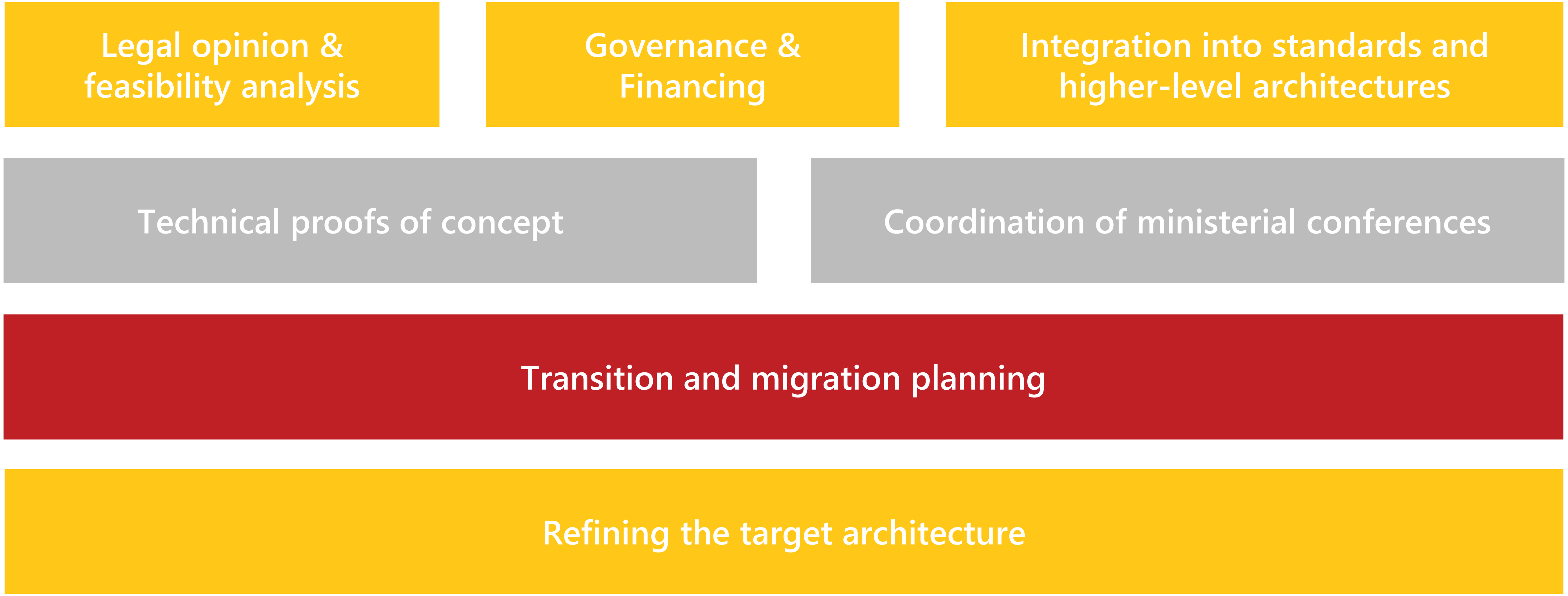
- 4.1 – Management (technical responsibility)
- 4.2 – System Support & Administration
- 4.3 – Public relations

5 – Follow-up projects & scaling

- 5.1 – Further development
- 5.2 – Implementation projects

Phase 2: Transition planning and validation

Next steps until summer 2026



Legal opinion & feasibility analysis

Governance & Financing

Integration into standards and higher-level architectures

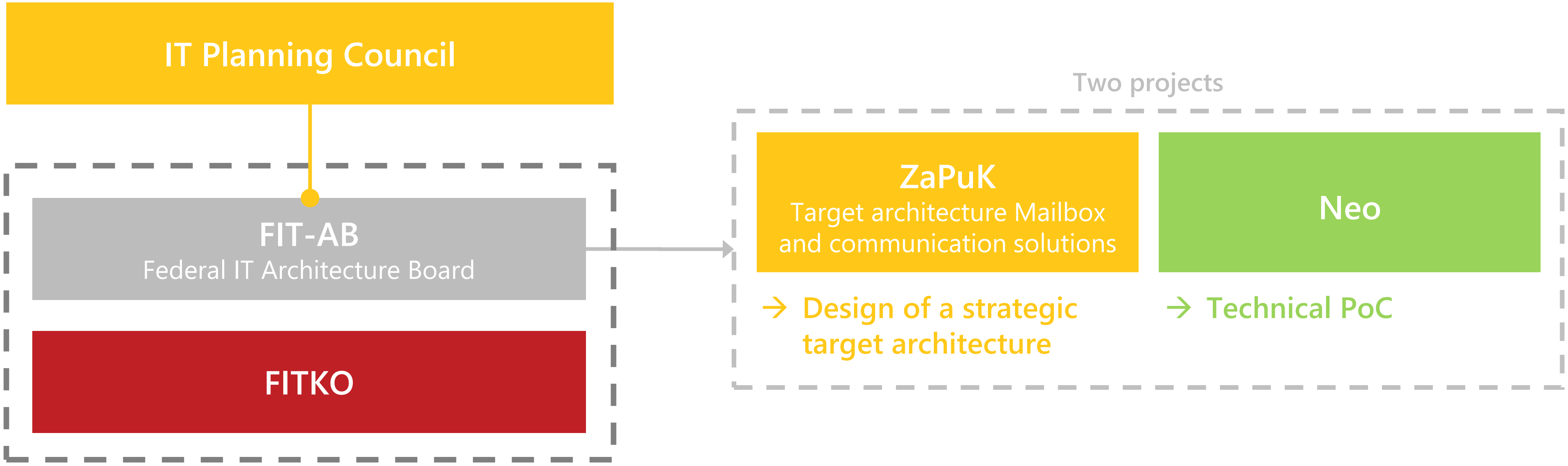
Technical proofs of concept

Coordination of ministerial conferences

Transition and migration planning

Refining the target architecture

Practical evidence runs parallel: Project Neo

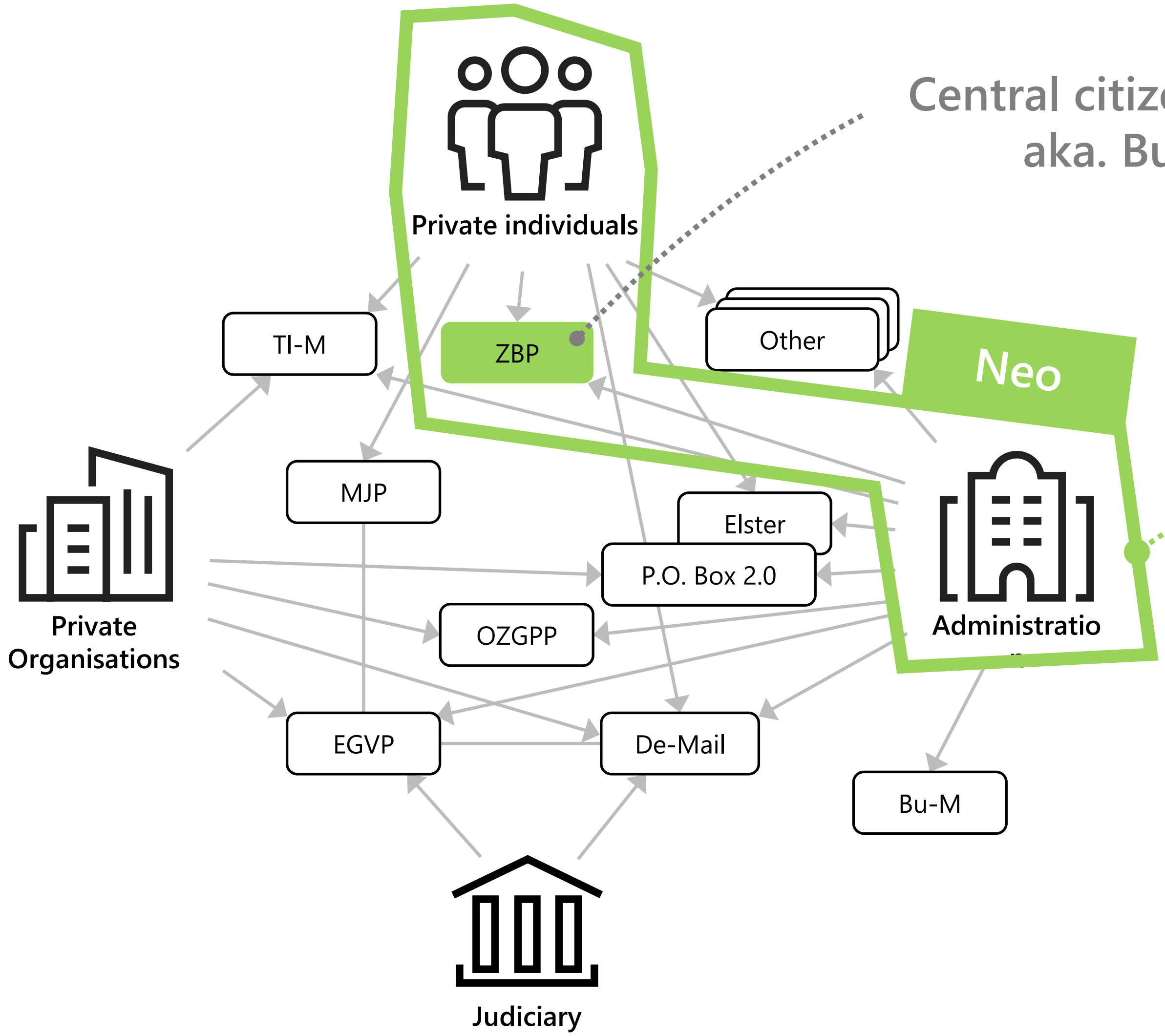


IT Planning Council
FIT-AB
Federal IT Architecture Board
FITKO
Two projects
ZaPuK
Target architecture Mailbox and communication solutions
Neo
→ Design of a strategic target architecture
→ Technical PoC

FIT-AM

Federal IT Architecture Management

Practical proof runs parallel: Project Neo



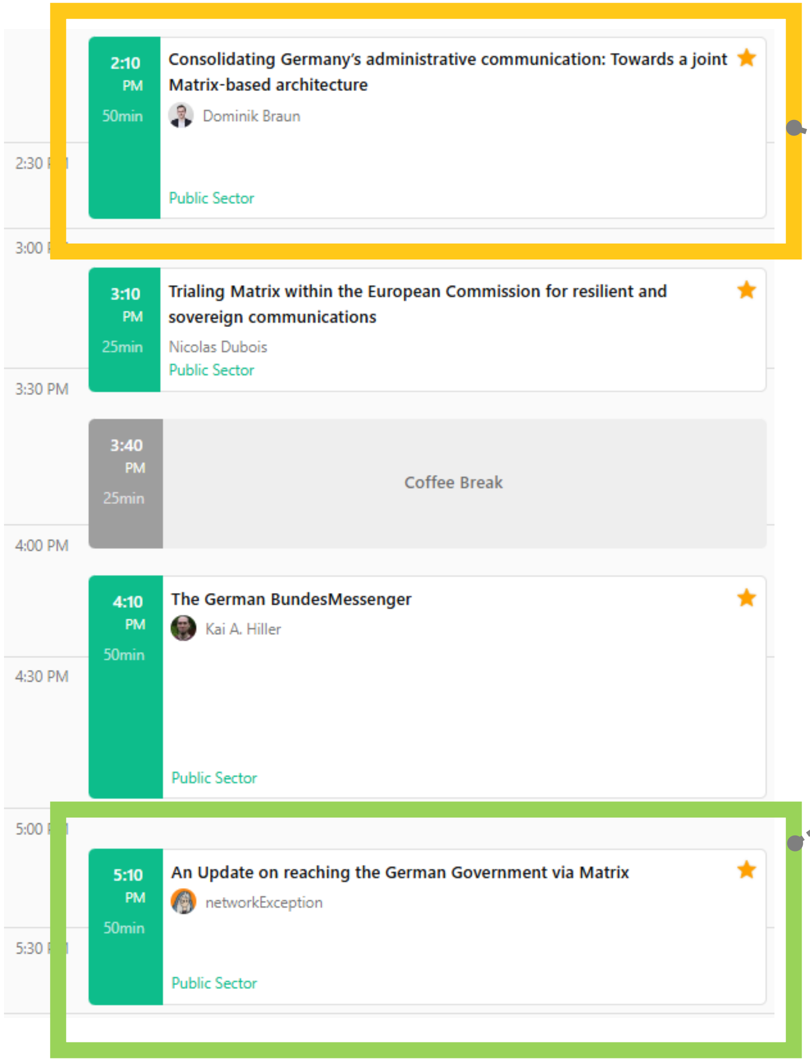
Central citizen mailbox aka. BundID

Matrix-based follow-up communication with the administration

End-to-end encrypted using state-of-the-art technology

→ Findings for the target architecture

Want to learn more about Neo? Catch our second talk later today.



2:10 PM 50min — Consolidating Germany's administrative communication: Towards a joint Matrix-based architecture ★
Dominik Braun
Public Sector

2:30

3:00

3:10 PM 25min — Trialing Matrix within the European Commission for resilient and sovereign communications ★
Nicolas Dubois
Public Sector

3:30 PM

3:40 PM 25min — Coffee Break

4:00 PM

4:10 PM 50min — The German BundesMessenger ★
Kai A. Hiller
Public Sector

4:30 PM

5:00

5:10 PM 50min — An Update on reaching the German Government via Matrix ★
networkException
Public Sector

5:30

This is us right now!

Catch the session on the 'Neo' technical PoC later today:

An update on reaching the German government via Matrix

Thursday, 16 October 2025 | 17:10
Room: Ada Byron

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