

# Roadmap: How to Elaborate a Procurement Capacity Strategy



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MENA-OECD NETWORK ON PUBLIC PROCUREMENT



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## Executive summary

The OECD’s experience working with countries shows that capacity is a key pillar for a sound public procurement system. An efficient system includes: 1) procurement rules and procedures that are simple, clear, as well as ensuring access to procurement opportunities; 2) effective institutions to conduct procurement plans and procedures; and conclude, manage and monitor public contracts; 3) appropriate electronic tools; 4) suitable human resources, in numbers and skills, to plan and carry out procurement processes; and 5) competent contract management.

Adequate capacity is therefore a crucial component of a sound public procurement system, empowering the successful development of the other components. The 2015 OECD “Recommendation of the Council on Public Procurement” (hereinafter, “the OECD Recommendation”) calls upon countries to develop a procurement workforce with the capacity to continually deliver value for money efficiently and effectively (“capacity building”).

After years of procurement reforms in some, and years of stalled change in the public sector in others, Middle East and North Africa (MENA) region countries are in need of comprehensive strategies for sustainable capacity building plans. Beyond contributing to achieving value for money more efficiently and effectively, improving the skills and competences of the procurement workforce often allows countries to reap tangible benefits from other changes to their procurement systems.

Indeed, under-professionalisation of procurement staff, lack of selective recruitment, absence of career perspectives, and lack of incentives for individuals, penalise the success of the reforms and prevent their expected shift towards the implementation of strategic procurement. On the side of the institutions, under-professionalisation is reflected in under-performance of services, lack of clarity of responsibilities, costly mistakes during the planning process, and high levels of complaints and litigation. To create a sustainable environment fostering a performing workforce, the strategy must address all of these issues in parallel.

While continuous learning and development are embedded in various management strategies, capability-building efforts are often limited to the delivery of short training for procurement staff already on the job. Many

solutions are indeed available and long lists could be provided; nevertheless, they need to be customised to the country's characteristics and the maturity of its procurement system.

An efficient strategy forces the prioritisation of objectives and contemplated outputs that are conceivable in a reasonable timeframe and with limited resources. With a first focus on MENA countries, the roadmap hereunder presented is designed to help any country in the development of its national strategy. To implement of an efficient capacity building strategy, it is advisable to follow these steps:

**1. Provide leadership: Creating the steering committee**

The first step is to create the steering committee, to include all relevant stakeholders to co-ordinate all activities as well as the strategy.

**2. Identify the issues: Assessing the public procurement workforce**

This diagnostic step is necessary to assess the current needs in terms of institution capacity, staff competency and the education system.

**3. Establish perspective: Identifying the goals**

The steering committee should identify and prioritise the goals in terms of people and institutions, professionalising the procurement function and jobs.

**4. Seek solutions: Finding the appropriate training solutions**

The strategy recommends different types of training in terms of duration, institutions and format, depending on the needs.

**5. Design the programme: Drafting the strategic action plan**

The strategic action plan should include scheduled objectives, actions, and timeframe, while identifying the beneficiaries of the actions.

**6. Include training: Drafting the training action plan**

The training action plan will depend on the needs, and should focus on training solutions for designated individuals and institutions.

**7. Remember resources: Financing the strategy**

The financing is a key step for the success of the implementation of the strategy. The steering committee should consider different options and models from internal and external donors.

**8. Monitor the results: Learning and adapting**

The last step is important to identify best practices or unsuccessful solutions with constant adaptation of the trainings.

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*Part I*

**Towards professionalisation and capacity building  
in procurement**



## *Chapter 1*

### **What is capacity building in public procurement?**

Capacity building is an investment in the future sustainability of the financial and governance system of a country (see Box 1.1). For better performance of the public sector, all countries need staff with the requisite knowledge, skills, behaviours and competencies to enable them to fulfil their policies and goals. Therefore, it is of utmost importance to strengthen capacity in the context of emerging economies aiming to deliver satisfactory services under financial constraints.

### Box 1.1. United Nations definition of capacity development

Capacity development is the process by which individuals, organizations, Institutions and societies develop abilities to perform functions, solve problems and set and achieve objectives. It needs to be addressed at three inter-related levels: individual, institutional and societal. “Specifically, capacity-building encompasses the country’s human, scientific, technological, organizational, and institutional and resource capabilities. A fundamental goal of capacity-building is to enhance the ability to evaluate and address the crucial questions related to policy choices and modes of implementation among development options, based on an understanding of environment potentials and limits and of needs perceived by the people of the country concerned”.

UNDP recognizes that capacity-building is a long-term, continuing process, in which all stakeholders participate (ministries, local authorities, non-governmental organizations and water user groups, professional associations, academics and others). (...)

At the individual level, capacity-building involves establishing the conditions under which public servants are able to embark on a continuous process of learning and adapting to change — building on existing knowledge and skills and enhancing and using them in new directions. This requires a new approach to human resources management and also points to the importance of knowledge management as the new vehicle for increased learning. At the institutional level, a similar approach needs to be applied. Rather than creating new institutions, often based on foreign blueprints, support should focus on the modernization of their machinery, with a priority on systems and processes. In this process, capacity development for policy support, organizational effectiveness and revenue and expenditure management is crucial. Finally, capacity development at the societal level is required to support the paradigm of a more interactive public administration that learns equally from its actions and from the feedback it receives from the population at large. In order for public administration to be seen as a responsive and accountable service provider, whose performance needs to be monitored, societal change is required.

*Source:* United Nations Committee of Experts on Public Administration (2006), “Definition of basic concepts and terminologies in governance and public administration”, United Nations Economic and Social Council, <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan022332.pdf>

Professionalisation of staff and civil servants should be thus considered as an objective for any government engaged in improving its activities. Adopting a learning and development (L&D) strategy was initially promoted in the private sector for management and human resources purposes (Pedler, Burgoyne and Boydell), before becoming a business

model for companies (Deloitte, 2012), and now a goal to achieve for the public sector in certain countries, such as Ireland, which has developed a high-level L&D framework for the civil service covering 2011-14 (Civil Service Training and Development Centre, 2011). See Box 1.2 on developing a learning strategy.

### Box 1.2. Developing a learning and development strategy

Most organisations have a vision statement, an organisational strategy, etc. and this can lead to a learning and development strategy. We can see that a learning and development strategy is not developed in isolation. It is derived from the organisational strategy.



“Probably the best long-term strategy for achieving organisational achievement is through learning.”

Source: Continuing Professional Development and Begbroke Science Park at the University of Oxford (2016), “The Learning Needs Analysis Toolkit”, <http://www.conted.ox.ac.uk/courses/professional/lnat/> (accessed on 1 February 2016).

In the area of public procurement, the expected positive outcomes of a sound public capacity strategy have been described as follows: “The benefits that organisations and its officials will reap from applying this priority will be extensive and will include economies in resources, good management information, sound disciplines and, of course, cost savings in externally procured expenditure” (The Scottish Government, 2006).

No clear model strategy on how to develop capacity and training in public procurement has been promoted systematically by the international community. The 2004 OECD-DAC benchmarking tool, “Methodology for Assessment of the Procurement Systems” (MAPS), which is currently being revised, briefly mentions procurement staff capacity without further focusing on this indicator. The revised MAPS will however include indicators related to staff capacity and professionalisation. When it comes to measurement of capabilities or of capacity building, it is sometimes mixed with appraisal of the whole procurement framework, including rules, regulations and practical aspects.<sup>1</sup> This might be the result of debate and uncertainty about international standards in public procurement principles and methods. Indeed, other public sector fields are more advanced on this path of capacity building, in particular the audit function. INTOSAI, the International Organisation of Supreme Audit Institutions, and its Capacity Building Committee, has developed a set of guides and materials, such as “Building Capacity in SAIs: A Guide and the Directory for Donor-Financed Capacity-Building Projects” and “Building Capacity in Supreme Audit Institutions” (INTOSAI, 2007), which proposes a chapter on assessing capacity and a chapter on the capacity-building strategy. INTOSAI has even updated its capacity-building strategy, in its Strategic Plan for 2011-2016 (INTOSAI, 2010). In fact, Goal 2 of the INTOSAI Strategy addresses institutional capacity building, to “build the capabilities and professional capacities of SAIs through training, technical assistance, information sharing, and other capacity-building activities.”

In the absence of an international model, some countries have already launched policies in procurement capacity building. This is the case of the UK Government; the United States; Rwanda, with its strategy for 2012-2016 (Rwanda Public Procurement Authority, 2012), and the Italian experience on e-procurement for small and medium-sized enterprises (Russo, 2013). While a few countries in the MENA region are in the process of developing their capacity-building strategy (Morocco, Lebanon and Tunisia), others confronted with fragmented data and information, are looking for guidance for success.

As a framework to provide direction and recommendations, this roadmap includes advice on learning and capacity development in the field of public procurement at the country level. As a strategy path, it shows the way forward and provides a range of solutions that could be implemented by the governments of the MENA region.

## Notes

1. As an example of this inclusion, see EBRD (2013).

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## *Chapter 2*

### **Why is it crucial to build a procurement capacity strategy?**

Building a learning culture in public procurement with all stakeholders is essential. Many solutions are available and long lists could be provided. However, these reports usually do not prioritise the objectives and they need to be customised to the country's characteristics and the maturity of its procurement system. The primary purpose for developing a strategy is to explore and select the best options for addressing procurement gaps and bottlenecks. Thus, a strategy is a planning exercise, and establishing a step-by-step roadmap forces the prioritisation of objectives and expected outputs (see Box 2.1).

**Box 2.1. INTOSAI (International Organisation of Supreme Audit Institutions) capacity building**

“A programme of capacity building goes further:

- systematically assessing its current level of capacity, and its strengths and weaknesses
- deciding why it is seeking to build capacity and what barriers or constraints it faces
- determining what additional capacity it seeks to build, the resources it will need and the outcomes it expects to achieve
- developing a strategy for delivery of this increased capacity, and related outcomes, without interfering with delivery of its remit
- implementing this strategy
- evaluating the impact of the changes and the outcomes achieved; and sustaining the changes and developing a new strategy to build on what has been achieved.”

*Source:* National Audit Office (2007), “Building capacity in SAIs”, [www.intosaicbc.org/download/building-capacity-in-sais-guide-eng/](http://www.intosaicbc.org/download/building-capacity-in-sais-guide-eng/)

It is also important to recognise that building a sustainable procurement workforce is a long-term effort, mobilising time and resources; key to this is to appropriately build the political will and stakeholder expectations to support this effort. This is why adopting a formalised national strategy would constitute a symbolic milestone that will attract attention and buy-in from all stakeholders.

It is recommended, for any official document launching this endeavour to begin with picturing the status of public procurement in the country, its share in the national gross domestic product (GDP), the results of previous reviews of the procurement system, the ranking of the country vis-à-vis the corruption index, and all arguments that can build the case for a sustainable capacity-building effort in this field. External relevant factors would include the share of public procurement in trade, the investment policy, and the governance agenda in the country.

The 2015 OECD “Recommendation on Public Procurement” (hereinafter, the “OECD Recommendation”) also emphasises the role of the professionalisation of the workforce, as stated in its Principle IX (Box 2.2).

**Box 2.2. Principle IX of the OECD “Recommendation on Public Procurement”**

**IX. RECOMMENDS** that Adherents develop a procurement workforce with the **capacity** to continually deliver value for money efficiently and effectively.

To this end, Adherents should:

**i) Ensure that procurement officials meet high professional standards for knowledge, practical implementation and integrity by providing a dedicated and regularly updated set of tools**, for example, sufficient staff in terms of numbers and skills, recognition of public procurement as a specific profession, certification and regular trainings, integrity standards for public procurement officials and the existence of a unit or team analysing public procurement information and monitoring the performance of the public procurement system.

**ii) Provide attractive, competitive and merit-based career options for procurement officials**, through the provision of clear means of advancement, protection from political interference in the procurement process and the promotion of national and international good practices in career development to enhance the performance of the procurement workforce.

**iii) Promote collaborative approaches with knowledge centres such as universities, think tanks or policy centres to improve skills and competences of the procurement workforce.** The expertise and pedagogical experience of knowledge centres should be enlisted as a valuable means of expanding procurement knowledge and upholding a two-way channel between theory and practice, capable of boosting application of innovation to public procurement systems.

*Source:* OECD (2015), “Recommendation of the Council on Public Procurement”, [www.oecd.org/fr/corruption/recommendation-on-public-procurement.htm](http://www.oecd.org/fr/corruption/recommendation-on-public-procurement.htm)

To encourage change, the Government should decide the extent to which elements of the capacity-building strategy will be mandatory. In cases where large and established procuring entities with their own capacity programme already in place could eventually be exempted, providing that they can demonstrate results. It is advisable to render the strategy prescriptive up to that point. Endorsement of the strategy by the politicians and by the Head of the Procuring Services should be enduring and provide indispensable ownership and long-term support. To the extent possible, budgetary commitment from both executive and parliamentary perspectives should be pursued to support the length of the programme.

Help and support from international networks may be needed to maintain continuous effort. Several declarations and official statements, focusing on the Middle East and North Africa (MENA) region, have proclaimed the importance of building capacity in this public sector activity, e.g. the 2009 Tunis Declaration,<sup>1</sup> and the work of the MENA-OECD Network on Public Procurement.

This road map has been prepared from a country perspective, but it is important to stress that all MENA countries could benefit from regional co-operation in tackling procurement capacity building. A regional strategy or at least minimal co-ordination would promote twinning arrangements and constitution of professional networks, bilateral exchanges of staff, joined studies, involvement of higher education,<sup>2</sup> and dissemination of experiments and facilitation of trade discussion on procurement topics. This has been achieved with relatively good results in the audit field with INTOSAI (see Box 2.3). If steering committees are established pursuant to the recommendations of this model strategy, they should provide a natural nexus for regional interaction.

### Box 2.3. INTOSAI, a success story

“INTOSAI launched, in 1986, the INTOSAI Development Initiative (IDI) to help developing nations to develop their audit capacity through training, sharing information and providing technical assistance. The IDI provides support through: long-term regional training programmes, launched in 1996 to establish and/or strengthen training infrastructure in INTOSAI’s regions; providing training on how to design, develop and deliver audit training; holding training seminars and workshops in key areas of government auditing; and providing general guidelines for supreme audit institution (SAI) trainers.

Documentation of courses forms part of its systematic approach to training. Its course directory is available on its website at [www.idi.no](http://www.idi.no).”

*Source:* National Audit Office (2007), “Building capacity in SAIs”, [www.intosaibc.org/download/building-capacity-in-sais-guide-eng/](http://www.intosaibc.org/download/building-capacity-in-sais-guide-eng/)

Taking stock of the success story described in Box 2.3, capacity building in public procurement should try to obtain the same results under specific constraints: the workforce in public procurement is much more numerous and fragmented in several procuring entities compared to the audit workforce characterised by small numbers of specialists concentrated in few auditing institutions. However, results are very encouraging. This is why, specifically in the MENA region where the needs are sometimes extensive, each country should consider working on developing a strategy for capacity building in public procurement.

The MENA-OECD Network on Public Procurement serves as one forum to provide support and knowledge sharing. In the framework of the Deauville Partnership (DP) Action Plan on open governance, the G8 and DP partner countries called for the establishment of a public procurement network to assist reforms in partner countries in compliance with the OECD “Principles for Enhancing Integrity in Public Procurement” and the OECD Recommendation. The network was launched on 19 September 2012 in Caserta, Italy, with the objectives to share good public procurement

practices and identify needs for support in this area, based on the assessment of country procurement systems. Co-chaired by Morocco, Tunisia, Italy and Korea, the MENA-OECD Network on Public Procurement is composed of senior public procurement officials and practitioners from MENA and OECD countries as well as experienced representatives from international organisations.

## Notes

1. See [www.marchespublics.gov.ma/pmmp/IMG/pdf/DeclarationfinaleFR\\_validee\\_Tunis\\_SEGL\\_23-11-09.pdf](http://www.marchespublics.gov.ma/pmmp/IMG/pdf/DeclarationfinaleFR_validee_Tunis_SEGL_23-11-09.pdf).
2. See World Bank, 2011.

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*Part II*

**Implementing capacity building in procurement**



## *Chapter 3*

### **Provide leadership: Creating the steering committee**

Capacity development is key to strengthening the public procurement system. Given its importance, and in order to achieve concrete progress and results, it is highly recommended to gather all stakeholders around the table, and define their commitments. An identified task force, or steering committee, would be very useful to anchor the strategy. A formalised steering committee could be useful to demonstrate to the government and the procurement community that building sustainable capacity requires more than short-term training of procurement staff by consultants. As the first step in a long-term solution, the creation of a steering committee comprised of appropriate stakeholders should underscore the links between public procurement capacity building and the governance agenda. Ideally, all stakeholders should be brought together, including those who do not often interact with each other, such as line ministries, the audit court, the procurement regulatory body if any, representatives from local governments, from the civil service training and development bureaus if any, and the academic community (see Box 3.1 for an example from Malawi of good practices in this area).

### Box 3.1. Procurement capacity assessment, lessons from Malawi

Malawi's experiences point towards a number of lessons which may be of value to other countries wishing to pursue similar processes in the future:

1. expand the assessment focus from “what” to “why”
2. ensure active participation of the procurement authority
3. mobilise stakeholders from the outset of the process
4. internalise the process in existing fora
5. take a systematic approach to formulating capacity-development strategies
6. co-ordinate strategies that go beyond the control of the procurement authority
7. maintain a strong focus on funding
8. acknowledge that capacity development is a process of change

Source: OECD (2008), “Procurement capacity assessment and strategy formulation in Malawi: A case study”, [www.oecd.org/development/effectiveness/40496436.pdf](http://www.oecd.org/development/effectiveness/40496436.pdf).

With regard to the composition of the steering committee, representatives from relevant stakeholder groups should be included:

1. Prime Minister or Presidential Cabinet
2. Ministry of Education
3. Universities and higher education institutions; training institutions for civil servants
4. Ministry of Finance or Ministry of Planning or Procurement Regulatory Body<sup>1</sup>
5. Ministry of Interior/Decentralisation, to represent local governments
6. Ministry of Justice
7. If applicable, Ministry of Works, Ministry of Planning, Ministry of Defence, Representatives of states/regions if it is a federation or a decentralised country.

The steering committee should consider incorporating information technology (IT) specialists or IT department representatives in order to design an IT strategy for developing procurement capacity when the procurement reform introduces e-procurement procedures.

While senior management should form the steering committee, it is highly recommended to have advisory sub-groups composed of staff and specific representatives of specialised procurement and human resources (HR) services as they can make significant contributions in terms of identifying practical issues that need to be addressed. Moreover, procurement officers and project managers are at the heart of the work and their expertise will contribute greatly to the whole strategy, particularly with regard to the needs assessment and the drafting of the action plan. The steering committee should also consider involving representatives from peripheral jobs that are necessary in the entire procurement process. Furthermore, shared ownership of the strategy will result in greater commitment to its implementation.

Alternative solutions, such as attributing the leading role to a ministry (e.g. the Ministry of Finance) or the powerful procurement regulatory body, instead of the steering committee, could be considered by some Middle East and North Africa (MENA) region countries. However, when it comes to promoting effective reform and to reaching significant consensus, a collective approach with different stakeholders is the best solution. Only this wide spectrum of competences and backgrounds will ensure that most issues and bottlenecks in procurement capacity are addressed. For example, experience shows that when only the regulatory body is in charge of the definition of the capacity strategy, it designs a narrow strategy addressing only the needs of the working procurement staff, sometimes even ignoring the issues encountered by local procuring entities.

It is recommended that the steering committee be responsible for carrying out the following tasks:

1. Co-ordinating the public procurement capacity-building programme.
2. Conducting the needs assessment and incorporating the results in the final strategy.
3. Identifying – and prioritising - the goals of the strategy.<sup>2</sup>
4. Drafting the action plan (a workshop could be used to launch the discussion).

5. Co-ordinating with the ministry in charge of civil service: continuous education and training for civil servants should include training on public procurement.
6. Revising the civil service laws; regulation will be needed with new provisions on the procurement carrier, on the commitment to work for public service and the cool-off period;<sup>3</sup> drafting an code of ethics and business manual; designing incentives for procurement staff.
7. If applicable, co-ordinating with the ministry in charge of education:<sup>4</sup> provisions will be needed to regulate enrolment, graduation, certification; and agreements with training institutions will be required. The participation of the Ministry of Higher Education will also be needed to ensure that procurement is incorporated into the university curricula.
8. Identifying potential sources of financing and co-ordinating with donors to prevent duplication.
9. Pursuing accreditation of the training and piloting, and overseeing training delivery.
10. Monitoring the results according to the requirements set by the steering committee (results by type of procuring entities ([local, national, and ministry], results by sectors, etc.).
11. Preparing lessons learned.
12. Adapting and revising the action plan as needed.

## Notes

1. For example, in Tunisia, designing and supervising the training for procurement professionals is vested in the National Observatory of Public Procurement (Decree 13, March 2014, Art. 156). However this does not encompass the academic curriculum for students. Therefore it would be recommended to add universities into the prospect of drafting a national capacity strategy.
2. Senior procurement management and main public procuring entities should be given opportunities to discuss and consider the impact of the capacity-building strategy, and later on, the training programme; the future strategy should be consistent with other public policies and other strategies across the government/administration.
3. This will address a recurrent issue faced by many emerging countries: as soon as they are trained, staff have a tendency to leave the public entities to work for the private sector or multilateral donors.
4. In Iraq, the Ministry of Higher Education developed a Directorate on Reconstruction and Projects with a dedicated website, providing interesting courses materials and conferences pamphlets on sustainable development and procurement. However, since 24 October 2014, this website has not been available.

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*Chapter 4*

**Identify the issues:  
Assessing the public procurement workforce**

The next necessary step in developing a strategy for capacity building is to assess the current needs and problems. All actors should consider taking a critical look at the current policies regarding procurement training and staffing. It will not only identify bottlenecks and gaps within institutions and personnel in charge of public procurement, but also list the existing training options that could be mobilised.

The benefits of a well-conducted needs analysis are numerous with regard to the accuracy of the future strategy. The strategy can then be directly related to organisational objectives, targeted at specific requirements, with needs well identified and prioritised. The design of the future training will also probably be more efficient, with tailored materials following the identification of productive activities and avoidance of training on topics with limited value. Thus, in a time of scarce resources, financing can be allocated more effectively and efficiently, focused on critical success areas.

The needs and problems may have been diagnosed already, and reliable previous studies and appraisals may be available in the country. Several assessments of the civil service have already been conducted, as in Tunisia with the help of SIGMA (Support for Improvement in Governance and Management), for example.<sup>1</sup> However, only a few countries have done so in the specific context of public procurement, such as Morocco.<sup>2</sup> In post-conflict situations, which are the case in several Middle East and North Africa (MENA) region countries, even basic figures and data may be missing. This is why this evaluation should demonstrate a thorough knowledge of the elements in place as it is to make an inventory of bottlenecks, skills, knowledge, structures and ways of working that are already active in some areas/sectors or geographical locations. The main point of the identification of needs is directly linked to the achievement of the procuring entities goals.

It is highly recommended that a report on the needs assessment be prepared for the steering committee, explaining the methods used, and including the findings, conclusions, recommendations and bibliography. It should cover both evaluation of institutions (civil and military) and evaluation of the competencies of individual staff. Measurement tools and evaluation indicators (see the section below on assessing institution capacity) could also be referred to in the appraisal of the existing capacity. In practice, not all of them have to be activated: the steering committee will need to select the best suitable indicators for the country. According to the training landscape, questionnaires could be sent to training institutions and procuring entities to gather answers and data (see Box 4.1).

#### Box 4.1. European Commission support to training on e-procurement tools and platforms

Knowing the benefits of improving capacity building, the European Commission is publishing a paper on “Training and Education on eProcurement Tools and Platforms”. The paper emphasises that training needs to be structured into a “training plan” describing the **who**, the **what** and the **how** context:

- “Who” aims at identifying all relevant stakeholders.
- “What” aims at defining the content of the training.
- “How” aims at identifying the training tools.

*Source:* European Commission (forthcoming), “Governance and capacity building”.

### Assessing institutions’ capacities

Regarding the institutions, public procurement is a cross-sector function that affects all public institutions. Thus, inventorying issues should not be just making a catalogue of each institution’s main issues, but should try to identify: 1) common and recurrent issues across the governmental bodies (national and local); 2) specific and typical difficulties. Moreover, the analysis should identify the gap that exists between what is needed and what is currently performed. This precise assessment will help to identify the project objectives, including whether to establish a global strategy on a broad front of issues, or address a specific sector or administrative level, or address a specific horizontal issue affecting all procuring entities such as procurement planning and preparation.

Regarding the assessment of the capacity within the procuring entities, it is important to know the professional qualification the procuring entity wants its staff to have, using several indicators:, such as those on quality elements such as co-ordination, cohesion, adaptability; internal charts and responsibilities (priority given to procurement, organisation structure and reporting lines, authority to procure goods and services):

- Indicators on capacity: Are the necessary skills available in the procurement service? Exposure to information technology (IT) requirements should also be explored.

- Indicators on transparency: Publication of decisions, data and reports, timing of the answers provided to requests, communications and stakeholder relations.
- Indicators on resistance to corruption: Knowledge about ethics rules, preventive disclosure of potential conflict of interests.
- Indicators on incentive mechanisms for efficiency: Rewards, objectives-based salaries, effective time constraints for procedures, sanctions in case of failure.

If the country has recently experienced a procurement reform, the appraisal should also consider covering recently created or reorganised procurement institutions, such as the procurement regulatory body, the complaint body (or courts), the audit body, and the centralised purchasing body, in order to evaluate whether or not they have sufficient staff and capacity to assume their new functions.

For the private sector, the evaluation exercise may be more difficult, due to the fragmentation of this area: businesses, law firms, unions and professional associations may have different analyses and perspectives on capacity building. The assessment should collect their comments and opinions through questionnaires and interviews with a list of private sector actors suggested or approved by the steering committee. Such a requirement will ensure that all the stakeholders are successfully identified and included.

### Assessing staff competencies

Assessing staff competencies is a key step in identifying the issues. Areas that might be explored during the evaluation, under the supervision of the steering committee include: What are the jobs directly related to public procurement? What are the required skills for procurement jobs? What issues characterise these groups of staff? Are these groups exposed to any training or information about public procurement? Conducting surveys and questionnaires may be the most effective means of carrying out this exercise.

It is important to consider not only the procurement staff, but also the peripheral jobs that are necessary and involved in the entire procurement process: public servants such as auditors, judges, controllers, as well as business people, lawyers, engineers, and citizens including labour union representatives, non-governmental organisations (NGOs), media, and academics, as training providers.

***Assessing procurement staff in contracting entities***

Regarding the assessment of the capacity within contracting entities, it may be helpful to consider the following indicators (see also Box 4.2):

- Indicator on staff capabilities: Number of staff with a diploma or certificate in public procurement or related domains (law, economics, management), with category divisions for senior staff and executives:
  - Are such staff in line positions that make effective use of their procurement skills?
  - Years of practice required for procurement staff position?
  - How much training does each member of the team/department receive each year?
  - Exposure to public administration and management/financial issues in training delivered to procurement staff (challenges may be related to poor background understanding of public administrations issues or public finance issues among the public procurement staff).
- Indicator on the number of procurement staff that have left the public sector (categories of staff affected would also be an interesting element).

**Box 4.2. Additional questions for the assessment of procurement staff competencies**

- What current activities require specific training?
- What future developments will require specific training?
- Is a job analysis carried out to identify the skills and knowledge required for tasks in a particular occupation?
- How are the skills of staff evaluated and compared to the requirements of the department?
- Does a procedure exist for upgrading the skills of staff?
- How often is a staff appraisal carried out and how frequent are follow-up meetings?
- Do members of staff have personal development plans that are designed to enhance their skills?
- Is a “license to practice” required for the occupational area?
- How do you ensure that you get the qualifying level of continuing professional (education) points?
- Do you regularly read professional/trade journals – what are the current issues of concern and which ones need addressing through learning strategies?
- Occupational standards are available for most work areas and provide the most comprehensive descriptions of work activities – are these used to inform decision making?

*Source:* Continuing Professional Development and Begbroke Science Park at the University of Oxford (2016), “The Learning Needs Analysis Toolkit”, [www.conted.ox.ac.uk/courses/professional/lnat/](http://www.conted.ox.ac.uk/courses/professional/lnat/) (accessed on 1 February 2016).

Boxes 4.3 and 4.4 showcase best practices in this area in both Scotland and New Zealand.

### Box 4.3. The Procurement Competency Framework in Scotland

A 'Procurement Competency Framework' was developed by the Cross-Sectorial People and Skills Working Group in response to recommendations from the Review of Public Procurement in Scotland (2006). The framework has been endorsed by each of the Centres of Expertise for use in their sectors – Advanced Procurement for Universities and Colleges (APUC) for Scotland's universities and colleges, NHS National Procurement, the centre of procurement expertise for health, and Scotland Excel for the local government sector.

The framework identifies the skills and competency levels required by all staff involved in the procurement process. It helps people take ownership of their personal development through a skills assessment, identifies training and development needs, and career planning. The framework is intended to complement, not replace, existing personal development tools in organisations.

This framework consists of 13 competencies, including:

#### **Procurement processes**

Has the sufficient knowledge and understanding in sourcing and tendering methods to carry out duties associated with the role.

#### **Negotiation**

Has the ability to negotiate within the scope of the role.

#### **Strategy development and market analysis**

Has the strategy development and market analysis skills necessary to carry out duties associated with the role.

#### **Financial**

Has the financial knowledge and understanding needed to carry out the duties associated with the role - elements include appraisal of suppliers' financial positions, total costing, and the compliance frameworks that exist for public sector finance and procurement.

#### **Legal**

Has sufficient understanding of legislative frameworks relating specifically to procurement to carry out the duties associated with the role.

#### **Results focus**

Is aware of how personal and team objectives contribute to the success of the organisation and continually demonstrates commitment to achieving these.

#### **Systems capability**

Has the knowledge and understanding of systems and processes utilised in the procurement of goods and services. Specific system competencies may be localised to specific systems.

#### Box 4.3. The Procurement Competency Framework in Scotland (continued)

##### **Inventory, logistics and supply chain**

Has the knowledge and understanding of materials management solutions to carry out the duties associated with role - elements include inventory, logistics, warehouse management, etc., specifically organisations which hold stock. Knowledge and understanding of supply chain management techniques - not restricted to organisations holding stock.

##### **Organisational awareness**

Clearly understands roles and responsibilities, how procurement should be organised and where it should sit within the organisation.

*Source:* The Scottish Government (n.d.), “The procurement competency framework”, [www.gov.scot/Topics/Government/Procurement/Capability/proccompfw](http://www.gov.scot/Topics/Government/Procurement/Capability/proccompfw) (accessed on 1 February 2016).

#### Box 4.4. Assessing the procurement know-how in New Zealand

In New Zealand, the Ministry for Business, Innovation and Employment has been working on a number of initiatives to help New Zealand government agencies move procurement from a back-office function to a more strategic organisational function by developing a Procurement Competency Framework and a Training Needs Analysis tool.

##### **The Procurement Competency Framework**

The Framework has been designed to assist public sector procurers and their managers in determining where individuals currently sit within their profession and to provide a basic road map for further professional development. It combines international and local best practices and is the result of extensive input from senior procurement practitioners across the public sector. The Framework is based around six levels of practice and details the “characteristics” and “competencies” associated with each. Detailed competency information provides a benchmark to assist practitioners, managers and recruiters across a range of areas, including personal development, career planning, and recruitment/selection.

##### **The Training Needs Analysis (TNA)**

The TNA is a self-assessment tool that has been designed to assist public sector procurers and their managers in identifying an individual’s procurement skills gaps and to suggest gap closure options. Suitable for all levels of procurement experience, from administrators to chief procurement officers, the TNA measures an individual’s relevant skills and abilities against the

**Box 4.4. Assessing the procurement know-how in New Zealand** *(continued)*

Procurement Competency Framework. This “skills gap” analysis highlights which specific skills require improvement and provides the basis for recommendations on how to enhance and develop them, such as additional training, education, or on-the-job experience.

The TNA can be used either by individuals to help in determining their own training and development needs, or by a manager or human resources (HR) professional working with employees in their agency who are involved in procurement activities. For example:

- An individual can use the TNA as part of building a business case to gain support to undertake particular areas of training or study.
- A manager or HR professional could use the TNA to inform training and development activities for their procurement team.

*Source:* New Zealand Government Procurement (2015), “Assessing your procurement know-how”, [www.business.govt.nz/procurement/for-agencies/nz-procurement-academy/developing-capability/assessing-your-procurement-know-how](http://www.business.govt.nz/procurement/for-agencies/nz-procurement-academy/developing-capability/assessing-your-procurement-know-how), last updated 15 October 2015 (accessed on 1 February 2016).

***Assessing auditors and staff in charge of procurement oversight***

Assessing auditors and staff in charge of procurement oversight is of upmost importance and will require identifying the broad spectrum of procurement-related jobs, including staff related to public finance management and budgeting, such as public accountants, auditors and controllers in order to integrate public procurement into overall public finance management, as outlined in the 2015 OECD “Recommendation on Public Procurement” (hereinafter, the “OECD Recommendation”).

Staff in charge of preserving the integrity of the public procurement system should also be assessed, since public procurement is a high risk area due to the close interaction between private and public sectors: administrative and internal control, anti-corruption control and competition control.

Moreover, staff in charge of legal aspects, such as judges (administrative, civil or criminal courts) should also be assessed. If applicable, agents in charge of reviewing local governments’ decisions may also be included. As noted in the OECD Recommendation, governments should support accountability throughout the public procurement cycle, including appropriate complaint and sanctions processes by developing a

system of effective and enforceable sanctions and handling complaints in a fair, timely and transparent way.

It may be helpful to consider the following indicators:

- Indicator on the time/part spent on public procurement issues: To identify the workforce involved in acquisitions as a secondary, and not primary, duty.
- Indicator on staff capabilities: Number of staff with a diploma or certificate or training in public procurement or related domains:
  - Whether such staff are in line positions that makes effective use of their skills is another related indicator.
  - Years of practice required before providing controls over contracts.

#### ***Assessing other civil servants/staff concerned by public procurement procedures***

It may be helpful to consider the following indicator:

- Indicator on the involvement of other civil servants in public procurement decisions: Are there civil servants involved in public procurement decisions (such as programme officials responsible for defining government needs)? Do they have minimal knowledge of public procurement? Were they exposed to public procurement issues during training?

#### ***Assessing private sector staff***

The following indicators may be helpful to consider:

- Indicator on prerequisites for private sector firms: Is there any prerequisite of public procurement training/certificate for private sector companies before participating in bidding processes?
- Indicator on training for private sector firms: Are private sector companies able to attend specific training or at least public events in public procurement? This entry could also be detailed to assess the needs of small and medium-sized enterprises, specifically.
- Indicator on training delivery: Do private sector representative organisations (such as Association of Engineers, Chamber of Commerce, Notaries and Bar Associations) deliver or certify training?

### *Citizen indicators*

The following indicators may be helpful to consider:

- Indicator on the knowledge of labour union representatives, NGOs, academia, and media.
- Other indicators such as: Number of civil society organisations specialised in public procurement issues. What type of actions do they conduct to raise awareness about public procurement? Do they deliver training?

### **Assessing the procurement education system**

The current training landscape should be thoroughly explored to determine the gaps and weaknesses of the existing system. In extreme situations, it could be that no single training in public procurement exists in the country, or that it is exclusively limited to on-the-job training for procurement staff, ignoring other civil servants that need to be familiar with public purchasing, such as judges or auditors.

Beyond the coverage of individuals, issues might arise with the fragmentation of training offers. Dedicated specialised diplomas covering all public procurement issues remain rare, probably because procurement jobs are not yet recognised as a profession in many country contexts. However situations vary depending on the country, the maturity of the procurement system, and the control displayed by the Government over the training of civil servants. Countries with a well-established procurement system may even have several training institutions in charge of public procurement, complementing each other's offerings, with initial or continuous education, short or long duration training, with basic certification or academic diploma, covering the whole spectrum of procurement jobs. Universities with curriculum in law, management, economics, or public administration can include public procurement in the courses during the introductory years or exclusively cover public procurement with a Master's degree. Specialised schools for civil servants, schools for engineers, or finance institutes are additional options. These institutions might be either public or private or a mix of the two, based on the country system of education. It should be mentioned that private sector training on public procurement is growing around the world, benefiting from the lack of public availability, but there are huge disparities regarding the quality of the curriculum and of the trainers. Therefore, private sector training offers need to be assessed, and their certification or accreditation mechanisms evaluated as well.

### ***Assessing training institutions***

It is important to differentiate between professional/specialised training institutions and universities that deliver initial or fundamental training. It may be helpful to consider the following indicators:

- Indicator on official approval of the training: Is there any official/governmental approval of their curriculum or syllabus covering public procurement?
- Indicator on the focus on public procurement: Do they deliver training focused on public procurement? Or do they incorporate public procurement as part of their courses/syllabus? At what level during the curriculum? Who are the trainers (professionals, academics or both)?
- Indicator on certificates delivered at the end of the training: What type of certificate/diploma is delivered at the end of the training (is there an exam or evaluation?) How many hours or number of credits are focused on public procurement issues? For how long is the certificate being delivered?

### ***Assessing training financed by donors***

The assessment should also consider encompassing the training programme of any bilateral and multilateral donors and their respective agenda on procurement in the country. Not only it will check the already mentioned indicators but it will also determine if the training is focused on the country procurement system or on the donor's procedures (such as the Multilateral Banks' procurement rules). Indeed, a sustainable capacity-building strategy should ensure that the domestic procurement system and rules are at the core of the training programmes. Considering the numerous donors involved in the MENA region, it is worth looking at the actions of the ADETEF (*l'Assistance au Développement des Échanges en Technologies Économiques et Financières*) (France); AFD (*l'Agence Française de Développement*) (France); African Development Bank; CONSIP (Italy); DFID (Department for International Development) (United Kingdom); EBRD (European Bank for Reconstruction and Development); European Union with SIGMA; EURO MED (Euro-Mediterranean Partnership); European Investment Bank; Islamic Development Bank; IDLO (International Development Law Organization); ILO (International Labour Organization); JICA (Japan International Cooperation Agency) (Japan); OECD (Organisation for Economic Co-operation and Development); KOICA (Korea International Cooperation Agency) (Korea); UNOPS (United Nations Office for Project Services); UNDP (United Nations

Development Programme); UNESCO (United Nations Educational, Scientific and Cultural Organization); USAID (United States Agency for International Development) (United States), for their support in the public procurement area but also in public sector and public governance at large (with a special mention for projects on education and civil service reform). Pooling with existing public sector capacity building programmes (such as audit training or anti-corruption training) could be a very useful way to disseminate public procurement knowledge.

### ***Assessing training availability***

The purpose of the needs analysis is to measure the diversity and specialisation of the existing procurement training courses conducted by training institutions and to evaluate their results. It may be helpful to consider the following indicators:

- Indicator on skills and experience of trainers: Do the in-house trainers have the appropriate skills and experience, or will they be able to acquire them?
- Indicator on the duration of the trainings: Duration of the training (years/months/weeks/hours), repetition of the training, ongoing up-skilling?
- Indicator on the target groups: Target of the training (for students or professionals, with or without knowledge requirement).
- Indicator on the type of training: Online or *in situ*? With concrete experience or only abstract conceptualisation?
- Indicator on the impact evaluation: Is progress evaluated?
- Indicator on the topics presented: Are topics such as procurement planning, integrity, oversight, complaint, contract management presented?
- Indicator on the recognition of the training: Public procurement training validated by a diploma or certification? Is it a life-long certification/diploma or does it need to be regularly updated with continuing education?

Regarding initial education, for students, it is necessary to identify if public procurement is part of the vocational education (education based on occupation or employment), also known as career and technical education (CTE) or technical and vocational education and training (TVET), or if it is part of the more traditional academic curriculum in law, economics, management or engineering.

With regard to a continuous education system, targeting professionals, the assessment should explore if all staff working on public procurement received in-house training when starting their jobs or if it is only after months or years that they attend training on procurement issues. Finally, the assessment should explore synergies with educational programmes proposed in other public administration sectors, in line with ongoing reforms such as auditing and accountability reforms, justice reform, civil service reforms, decentralisation reforms and integrity reforms.

After conducting the assessment, a report containing the findings should be submitted to the steering committee. This report should be prepared in draft form and shared with staff and procurement stakeholders, to provide an opportunity to provide feedback.

## Notes

- 1 See [www.sigmaweb.org/countries/tunisia-sigma.htm](http://www.sigmaweb.org/countries/tunisia-sigma.htm), with regard to the aim of reforming the civil service, especially its salary and training systems, taking into consideration the country's needs and capacities, and reinforcing its integrity and ethics.
2. For Lebanon, see Institut Des Finances Basil Fuleihan, 2014.

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Continuing Professional Development and Begbroke Science Park at the University of Oxford (2016), "The Learning Needs Analysis Toolkit", [www.conted.ox.ac.uk/courses/professional/lnat/](http://www.conted.ox.ac.uk/courses/professional/lnat/) (accessed on 1 February 2016).

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*Chapter 5*

**Establish perspective:  
Identifying the goals**

Based on the needs assessment, and financing available, the steering committee should consider prioritising the goals and objectives. For example, it will need to identify or define grades, jobs, or specialties most in need of, or who would benefit most from, training. It will provide answers to practical questions such as:

- How will on-the-job training be managed and accredited?
- Who will be trained?
- What are the main jobs needed in the field?
- What type of training should be provided by the private sector and what type should be provided by the public sector?

### **People and institutions targeted**

The strategy should aim to improve individual capabilities in parallel with improving the institutions' functions vis-à-vis public procurement. The potential targets might, however, be too numerous and choices will have to be made, both among the individuals to be trained and the institutions to be covered.

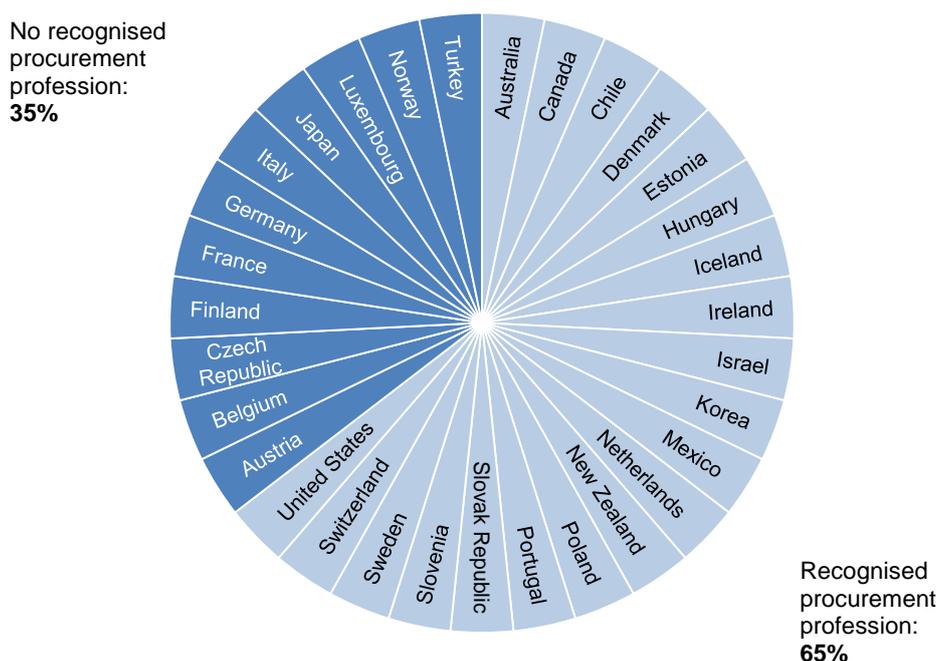
Capacity building is very often limited to short-term training for procurement staff already on the job. The strategy should aim to address the under-professionalisation of procurement staff, the lack of selective recruitment, the lack of career perspectives and the lack of incentives for individual staff. On the side of the institutions, this under-professionalisation could be reflected in under-performance of the services, lack of clarity of responsibilities, costly mistakes during the planning process, and eventually high levels of complaint, litigation and staff turnover. Each of these issues, if revealed by the assessment of the existing situation, has a potential solution. Considering specialists, and professionalised staff, it could be more cost effective for the procuring entities to initially recruit, or contract in consultants, rather than training its staff. This could be the best solution in fragile and post-conflict situations where high degrees of centralisation of the procurement processes will be organised as a first stage solution. However, to build a sustainable and performing cadre of procurement staff, the strategy must aim to tackle the issues in parallel: both immediate and long term.

### **Professionalising the procurement function**

Procurement is not recognised as a specific profession in more than a third of OECD countries (see Figure 5.1). One objective should be to

recognise, within the governmental organisation, the singularity and the specificity of the procurement function.

Figure 5.1. **Procurement is not recognised as a specific profession in more than a third of OECD countries**



Source: OECD (2013), *Implementing the OECD Principles for Integrity in Public Procurement: Progress since 2008*, OECD Public Governance Reviews, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264201385-en>.

For example, each department or service could identify and formally designate a “procurement officer” with the sole authority for engaging any contractual commitments on behalf of the department, which authority is then delegated in controlled and limited ways. The procurement officer could be placed at a high-level position, with an adequate team, depending on the size of the service/department. All procurement officers, with clear responsibilities and accountability requirements should be part of a network in order to co-ordinate their work and share experiences. The team of procurement specialists should be adapted to the specific needs of the department, but should always comprise lawyers, economists and technicians of public purchasing, eventually specialised in the principal steps of the procurement phase and performance phase. Profiling the

procurement jobs should be one of the outputs of the strategy. Box 5.1. describes the challenges faced by countries for professionalising the procurement function and to enhance capacity building.

### Box 5.1. Capacity is lagging behind

The prominent weakness of procurement systems identified across respondent countries to the OECD 20101 survey on Reporting Back on Procurement Recommendation is the lack of adequate capability and management of the procurement function.

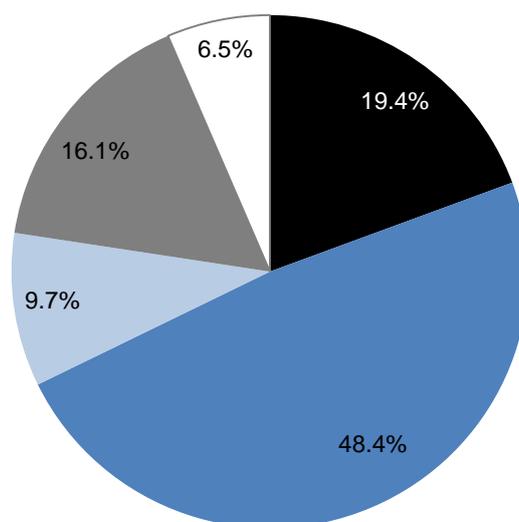
Public procurement is still handled as an administrative function in many countries, with over a third of countries reporting that it is not even recognised as a specific profession. Countries that recognise procurement as a specific profession usually have a formal job description for procurement officials (61% of respondent countries). Fewer countries have specific certification or licensing programmes for procurement officials (e.g. Australia, Canada, Chile, Ireland, New Zealand, Slovak Republic, Switzerland and the United States); integrity guidelines are even scarcer.

At the same time, the public procurement arena has in the last decade undergone substantial changes in terms of priorities and needs. As a result, procurement officials are expected to comply with increasingly complex rules and pursue value for money, while taking into account economic, social and environmental considerations. Countries report that procurement officials are facing the following challenges:

- understanding the increasing complexity of public procurement rules that provide an incentive for procurement officials to have a compliance-based approach
- facing conflicting objectives when using procurement to support broader policy objectives such as socio-economic and environmental ones
- lacking guidance on how to take into account environmental criteria in public procurement
- keeping abreast of developments of e-procurement systems and ensuring their effective implementation.

**Box 5.1. Capacity is lagging behind** *(continued)*

Improving the management and capability of the procurement function is considered as the main area for improvement.



- Enhancing transparency in procurement
- Improving the management of the public procurement function
- Strengthening accountability and control mechanisms
- Developing guidance on the use of public procurement as an instrument for innovation.

In light of new regulatory developments, technological changes and increased interaction with the private sector, it is essential that a systematic approach to learning and development for procurement officials be used to build and update their knowledge and skills.

Source: OECD (2013), *Implementing the OECD Principles for Integrity in Public Procurement: Progress since 2008*, OECD Public Governance Reviews, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264201385-en>.

This profiling exercise may, however, conflict with the existing structures of the civil service in place. Many Middle East and North Africa (MENA) region countries (for example, Algeria, Lebanon, Morocco, Tunisia) have indeed inherited their administrative framework from the French civil service, which promoted generalist civil servants trained in dedicated and high-level schools of administration, and not specialised procurement professionals. Therefore these MENA countries would have to work in two directions: improving the specialisation of their working procurement staff, and adapting the curriculum of their schools of administration to introduce specialised paths for procurement managers/officers.

### **Professionalising procurement jobs**

One objective could be to create a dedicated cadre of civil servants who work only on procurement issues. To achieve such a goal, training and certification will only be one part of the solution. It will be useful to specify standards and competencies for effective performance at each job involved in the procurement/contract chain.

Competencies should cover professional, technical and personal effectiveness skills, e.g. teamwork, communication, leadership and the management of people, projects and resources. Information technology (IT) competencies could also be required for specific procurement jobs.

Lessons learned from previous years have demonstrated that freshly trained staff may have a tendency to leave the public sector, offering to the private sector the benefit of years of experience and training financed by taxpayer money. Building a specific cadre and career path requires more than initial training or even continuous education. Legal measures could be adopted to reinforce the continuity of the career path with specific rights such as progressive development, specific protection against hierarchical pressure, special financial incentives, comfortable salaries, as well as specific obligations in term of ethics, prevention of conflicts of interest, years of service and a mandatory cooling-off period in case of departure to the private sector or retirement. Enactment of such legal provisions could help ensure the continuity of procurement jobs. In many countries, due to the legal system in place, this would require a revision of the civil service legal framework. This is one example of a situation where the commitment of the ministry responsible for civil service would be necessary, and why that ministry should be part of the steering committee as well.

Incentives and rewarding salaries are good investment for sound public purchasing, as was highlighted in the report by the UN Procurement

Capacity Development Centre (UNPCDC), “Strengthening Country Procurement Systems: Results and Opportunities”:

*“It is important to ensure that procurement personnel undertaking training and qualification work in an environment with structures in place that enable these qualifications to be recognised and used through career ladders and other incentives. (...) Reform of conditions of service and remuneration for those working in procurement needs to go hand in hand with other procurement reforms in order to attract well-qualified officials to the profession, provide motivation for improved performance and reduce the likelihood of corrupt practices taking hold.” UNPCDC (2011)*

### Requirements for procurement positions

The strategy should aim to ensure that procurement professionals achieve a threshold level of knowledge and practice requirements in order to obtain senior procurement positions and other procurement responsibilities. These certifications or validations of experience should be defined in co-operation with the academic partners, under the supervision of the steering committee (see Box 5.2 for an example of best practice in this area).

#### **Box 5.2. The Canadian Certification Program for the Federal Government Procurement and Materiel Management Communities**

In today's rapidly changing environment, the Canadian Federal Government's Procurement and Materiel Management Communities become a more knowledge-based profession, with an emphasis on a strategic advisory role. In an environment where accountability is foremost, it is essential that practitioners demonstrate they possess the advanced skills and knowledge required to function effectively and efficiently.

The Program is managed by the Acquired Services and Assets Sector (ASAS) Communities Management Office (CMO) in Treasury Board Secretariat. The CMO provides strategic direction and central leadership for the collaborative development and implementation of strategies, programmes and initiatives to support capacity building, community development and the professional recognition of the Federal Government Procurement, Materiel Management and Real Property Communities.

When the Certification Program was launched in 2006, it received national and international recognition as the Federal Government's first ever Certification Program for Procurement and Materiel Management specialists. What binds together the procurement and materiel management communities is their

**Box 5.2. The Canadian Certification Program for the Federal Government Procurement and Materiel Management Communities**  
(continued)

responsibility for the lifecycle management of assets, from assessment and planning of requirements throughout acquisition until disposal. As a consequence of this shared responsibility, the communities have many common competencies, learning goals and knowledge requirements.

Certification provides the increased professional recognition for the communities and offers a professional designation to formally acknowledge a practitioner's level of achievement. Procurement specialists can acquire certification as a Certified Federal Specialist in Procurement, Level I and II, and those in materiel management can acquire certification as a Certified Federal Specialist in Materiel Management Level I. Both designations are based on the Federal Government Procurement and Materiel Management Communities Competency Suite. A competency describes an employee's proficiency in a particular job function in terms of knowledge, skills and abilities. Each competency has a definition, a proficiency level and behavioral indicator statements.

*Source:* [OECD \(2016\) Towards Efficient Public Procurement in Colombia : Making the Difference, OECD Publishing, Paris. http://dx.doi.org/10.1787/9789264252103-7-en](http://dx.doi.org/10.1787/9789264252103-7-en)

In Korea, the Public Procurement Education Institute administers the Public Contracting Officers' Certification Program (Seo, 2013), introduced in 2004 for public procurement officers and enlarged to other public officials since 2007. In 2013, 69 % of the procurement workforce was certified.

These examples underscore the value of building a certification (and/or diploma) programme adapted to the needs of the procurement institutions and staff.

### Enhancing public procurement training availability

Several questions arise when it comes to the design of the training set of choices: individuals targeted, content of the materials, quality of the trainers, duration, objectives and expected outputs.

Considering the target audience, it will be necessary to identify the variety of training needed (i.e. for students, for beginners, for experienced

procurement staff, for specialised staff in complex and highly sensitive contracts, or for specific procuring entities). Other parameters can include the number of procurement staff in various positions to be trained and the cost of such training.

### **Accreditation of the training**

Validation of the seriousness of the training programmes is a required element to build trust in the system. The steering committee should consider organising accreditations or locating this accreditation function within the institutional framework: of the curriculum, of the materials to be used for the training, and of the indicators of successful completion (certification or diploma). Having such incentive mechanisms will encourage public and private institutes, business schools and professional private-sector training providers to improve their offerings, recruit good trainers and elaborate innovative solutions. Where the existing training opportunities from the private sector is considered to be of low quality, obtaining the accreditation could be set as a mandatory prerequisite before offering a programme. Chambers of Commerce or Bar Associations could be in charge of the accreditation process for training addressing private-sector needs.

## References

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*Chapter 6*

**Seek solutions:  
Finding the appropriate training solutions**

### Suitable training institutions

Involving local training institutions and well-known universities or professional schools, e.g. schools of engineers, law schools or business schools, should be strongly encouraged when developing a procurement capacity strategy. This is the best way to disseminate procurement knowledge and attract good students. However, due to the lack of public institutions interested in the topic, or who are able to carry out the programmes, it may be worth considering creating an ad hoc procurement institute or specific diploma within a school for civil servants, if such a school exists.

It may be interesting to explore the idea of sub-regional Public Administration Institutes in the Middle East and North Africa (MENA) region with a focus on public procurement, i.e. for curriculum on business practices in negotiation, green procurement or international procurement. But this cannot replace domestic training, as it is crucial to maintain the specificity of training adapted to each national system (i.e. on methods of procurement, complaint mechanisms, controls and oversights). Furthermore, because of cost and feasibility, this hub solution can only satisfy a limited number of senior or future senior procurement staff.

The Institute of Finance in Lebanon has developed solutions that could be considered for such training,<sup>1</sup> including with training institutions for members of the Governance Institutes Forum for Training in the Middle East and North Africa (GIFT-MENA) Network. However, exposure to international procurement standards alone may not be sufficient for adequate training of staff. Therefore, customised programmes should be adapted to country-specific, domestic, legal and institutional frameworks to deliver to staff and beneficiaries.

### The best trainers

By generating a pool of trainers and coaches able to disseminate skills and knowledge and breeding a culture of continuous improvement, training can also help make capacity building sustainable. The best instructors would be a mix of experienced procurement staff (with exposure to teaching methods) and university professors teaching public procurement or public contracts.

However, even experienced staff may not be up to date with the national procurement reform process and with recent international standards. Since local training institutes (such as public finance or public administration institutes, schools of public administration) and universities need to be part

of the process, it will be necessary to first build the capacity of the future trainers themselves with actions such as:

- providing a “Training of Trainers” (TtT) programme, with sub-programmes, such as TtT for professionals and TtT for university professors
- twinning arrangements between institute/university with other universities or training institutions to conduct “Professionals to Professionals” programmes, such as the ones conducted by SIGMA (Support for Improvement in Governance and Management), and “Profs-to-Profs” programmes
- providing access to international or regional networks of professors and procurement specialists (see the OECD-MENA Network).

In international training contexts, it is important to ensure adequate language skills, or support in the form of effective translation, which can further complicate training delivery and increase costs.

### The customised curriculum

Considering the diversity of needs to be addressed, the action plan should consider four types of training: 1) short duration; 2) medium duration; 3) classes on public procurement inserted into the university curriculum (long duration); and 4) a specific Master’s degree diploma focused on public procurement.

#### *Short duration*

Depending on the conditions for accessing these training sessions and workshops, the short duration format could range from initiation or light introduction (for non-procurement staff who are indirectly concerned by procurement issues with the intent to present the principles, basic rules and governance requirements) to deep exploration of technical issues for experienced procurement staff (such as drafting technical specifications; techniques of negotiation; specific content for lawyers [legal issues and litigation in public procurement]; specific content for officials or journalists [presentation of objectives and expected outcomes of the procurement reform]). It is now technically conceivable to replace some of these initiations with online tutorials. Those trainings should not exceed one day.

Short duration training will be also used for continuous and sustainable education, offering regular back-to-training solutions for procurement staff.

### ***Medium duration***

The medium duration trainings could follow a seminar format which would lead to a certification or a diploma. Box 6.1 presents a template programme for procurement staff, which could be presented over a minimum of five days for each module, perhaps by new trainers attending the “Training the Trainers” programme described below. Of course the duration could be reduced or expanded, according to the decisions of the steering committee regarding the need to address specific topics, and according to financing considerations.

Similar curriculum could be adapted for auditor staff, judges, public accountants and people in charge of financial and legal control. During these seminars, e-procurement tools and procedures should be presented with sufficient time for practice.

#### **Box 6.1. Template programme for procurement staff**

##### **Module 1: Introduction to public purchasing**

- What is public procurement?
- The macroeconomics of public procurement
- Best value and other objectives of public purchasing
- Procurement reform and public sector reform: How procurement can contribute to better governance
- Institutions involved in public purchasing in the country
- Duties of the contracting professionals (comparative and domestic)
- Integrity and ethics in public procurement (comparative and domestic)
- International best practices in public procurement: Introduction to international models and procurement standards developed by the OECD, the World Bank and the UNCITRAL Model Law on Procurement
- The key steps of the public procurement process in the country
- Transparency and advertising requirements in the country

**Box 6.1. Template programme for procurement staff (continued)**

- Methods and procedures of public procurement in the country
- Complaint and review of the contracting agency's decisions in the country

**Module 2: Public procurement**

- International procurement (with the aim to present the donor's procurement procedures and to introduce the specificities of international competition)
- Sustainable procurement: Introduction to green procurement and socio-economic considerations
- Cost-analysis techniques and lifecycle costs
- Qualification of the bidders (comparative and domestic rules)
- Drafting technical specifications
- Negotiation techniques
- Bidding documents (domestic)
- Bid analysis
- The fundamentals of contract law (comparative and domestic)
- The fundamentals of disputes mechanisms (comparative and domestic)

*Source:* OECD Secretariat.

It may be important to organise progression and mandatory steps/levels in order to build solid knowledge, as illustrated in the United Nations Development Programme (UNDP) public procurement training programme (Box 6.2).

### Box 6.2. UNDP procurement training accreditation

The United Nations Development Programme offers specialised procurement training and certification to staff from the UN system, non-governmental organisations, international development financing institutions and their borrowers, and governments.

UNDP offers the following procurement training and professionalisation courses on a regular basis:

- Introductory Certificate in Public Procurement – CIPS Accredited, Level 2
- Advanced Certificate in Public Procurement – CIPS Accredited, Level 3
- Strategic Diploma in Public Procurement, CIPS Accredited Level 4
- Procurement Strategy Development
- Contract and Supplier Relations Management
- Supply Chain Management in Humanitarian Organisations
- Risk Management in Contracting for Construction Services
- Effective Negotiations in Projects and Procurement

Source: UNDP (2016), “Procurement training”, [www.undp.org/content/undp/en/home/operations/procurement/procurement\\_training/](http://www.undp.org/content/undp/en/home/operations/procurement/procurement_training/) (accessed on 1 February 2016).

Such a structured path could require evaluation and testing at the end of each step/level. Progression through a career path and access to managers’ positions can then be tied to these achievements.

#### *Training the trainers*

A template training for the “Training the Trainers” programme could follow the format of seminars, over at least three weeks. In order to develop teaching material, and improve teaching methodology, the future trainers should be exposed to international and comparative perspectives on public procurement. They will gain understanding of the magnitude of the procurement reform movement in a broader context, and then be better able to capture the justification and the logic behind the reform of their own national systems. But to be relevant, these programmes need to focus mainly

on the domestic procurement system. Therefore TtT for professionals or Profs-to-Profes programmes need to be customised according to the rules and institutions in place in the country.

Attending a one-year programme could also be considered for a few, selected individuals who will work in relevant procurement jobs, for example, in the procurement regulatory body. Programmes such as the International Labour Organization (ILO) public procurement Master's, in English (Master's in Public Procurement Management for Sustainable Development<sup>2</sup>), or French (*Master en gouvernance et management des marchés publics*, GOMAP<sup>3</sup>), organised in Torino (Italy) are interesting solutions with truly international and comparative approaches. Sending civil servants to acquire a Master's diploma on public procurement in universities in Europe, the United States or other developed countries, could be another option. However, these programmes are usually focused on the procurement law of the country where they are located, or sometimes on the European procurement system. Thus, even if exposure to other models is useful, it might not be immediately relevant for civil servants who mainly need to learn how to deal with their own national rules and procedures.

### ***Long duration***

The third type of customised curriculum to consider would be the incorporation of public procurement classes into traditional university curricula.

This long-term solution would provide sustainable improvement of the procurement system. However, results will not be immediate. A minimum of two years should be considered as a realistic timeframe before the actual opening of specialised courses. Considering that the university professors might first themselves be in need of training before being able to create courses, the introduction of such classes may need to be preceded by evaluation of the professors' competences in public procurement, and by Profs-to-Profes programmes,<sup>4</sup> like the one outlined above for introducing or improving procurement knowledge. Indeed, several competences and fields of expertise could be mobilised. Therefore motivated professors, teaching parallel fields and ready to explore this area, need to be identified and selected. If such interest is a fundamental prerequisite, it will not be enough without the long-term commitment of universities officials, which will be needed to create and support future courses/doctorates and research on the topic.

With respect to programmes in specific learning institutions, the following suggestions may be helpful:

- **In law schools:** If not presented as a specific class, public procurement could be introduced in classes on contracts (commercial or public/administrative contracts, if it exists). Procedures and methods of procurement could be presented during governance or public administration classes. Complaints or challenges could be studied during classes on litigation, and sanctions of fraud and corruption could be analysed in criminal law. International standards on public procurement could be explored in international business law or international trade law courses. Equivalent courses could be offered in bar and specific schools for lawyers. In universities, Master's degrees in law (or law and economics) specialised on public procurement could be organised for those students who intend to specialise in public procurement, while students in first years could be exposed to the topic through limited inclusion in the traditional courses listed above.
- **In universities of economics:** If public procurement is not studied per se, several classes in economics could cover related topics, such as: economics of public procurement; economics of contracts; accounting and taxation; contractual costs and risks calculation; price and cost evaluation of the bids; auctions; comparison of methods of procurement and game theory; and law and economics of public purchasing. Additionally, environmental economics, international economics, public finance, innovation economics and development economics are traditional classes that could be used to introduce students to the basics of public procurement.
- **In management and business schools:** If public procurement is not studied per se, several classes can introduce its basics, such as: business models for public purchasing; purchasing and supply chain management; compliance and ethic programmes for companies; competition and organising the bidding processes; teamwork and bidding committees; managing potential conflicts of interest; managing potential corruption; business information technology (IT) tools; contract negotiation; and trade courses.
- **In engineering schools:** Introduction to public procurement procedures can be done through classes on feasibility studies, strategies for preparing contracts, presentation of tools, drafting technical specifications, conducting site visits, sustainable engineering, international construction markets and/or quantity surveying.

### ***Master's degree diploma on public procurement***

A year long, specialised diploma on public procurement offers room for practical approaches and “hands-on” activities, such as exploring the bidding steps, conducting negotiations, and practice of an arbitration process. To be of interest, a holistic approach should be adopted, combining legal, economic, management and commercial perspectives around main topics that could include: public procurement as a public sector function; differences between public procurement and other public services delivery such as concessions and public-private-partnerships; services contracts (intellectual and non-intellectual services); works contracts and goods contracts; procurement planning and identification of public needs; methods of procurement; bidding documents; bidding advertising; qualification criteria; selection criteria; negotiations, frameworks, ethics requirements and corruption risks; technical specifications, cost estimates, risk matrix, change clauses and price adjustment; communication with bidders; debriefing, challenge and complaint; performance of the contract, intellectual property; delay, mistakes, hardship, force majeure, disputes and alternative disputes mechanisms; arbitration; judicial remedies; new practices (e.g. e-procurement and e-catalogues, framework contracts, reverse auctions); environmental issues and socio-economic goals (i.e. support for small and medium-sized enterprises or support for local enterprises). Not only focused on the public sector point of view with administrative and budgeting reviews and audit processes, the curriculum should consider exploring the private sector side of the procurement process, with introduction to trade and market analysis, commercial and competition rules, small business sub-contracts, insurance, banking, and best value/lifecycle costs analysis.

This “menu” could be customised for specific coverage, such as decentralisation, complex procurement, e-procurement methods, public-private partnerships, or international contracts on oil and gas and their difference with public procurement contracts. It would ideally be completed by sites visits and internship requirements.

This diploma could be located within a school of administration/civil service (that already exists in several MENA countries) or institutes of finance, or universities, or through memoranda of understanding between the national procurement regulatory body, the school of administration and a university, as is the case in Senegal.<sup>5</sup>

### The adapted format

In conducting the trainings discussed so far, several types of teaching methods could be mobilised, depending on parameters such as the type of the training, its location, its methodology and its participants.

For working professionals, hands-on exercises could coincide with apprenticeships, on-the-job training, mentoring or coaching and peer-to-peer support and review. For students, traditional teaching covering theoretical aspects could be coupled with the introduction of practical approaches with further on-the-job training (in schools of administration) and internships.

The training methodology for professionals should ensure that the trainers, if not educators by trade, have also been exposed to pedagogical approaches for adults. Traditional teaching methods like lectures and classroom activities with actual cases and hands-on materials, lessons and interactive exercises may be more appropriate for students and younger audiences. Other group learning methods may better fit the needs of professionals, such as workshops with several speakers, seminars or “brown bag” sessions. All will gain confidence by being exposed to case studies, role play approximating real-life situations and e-learning tools. Choice of the appropriate training format should be made by the steering committee according to the needs, priorities, and agenda, including costs as parameters to be considered. The International Organisation of Supreme Audit Institutions (INTOSAI) has presented an interesting chart of training models, comparing their strengths and costs (see INTOSAI, 2007). Location of training for professionals is another important parameter, and may vary from in-house courses to external training, sometimes with study tours,<sup>6</sup> or even a placement or Master’s degree in another country.

New IT tools could also be part of the future training programme, such as the public procurement massive open online course (MOOC) launched in June 2014 by the World Bank. However, for best-fit purposes, the steering committee should ensure that customised e-tools are prepared according to the domestic legal and institutional framework, and not just bought or borrowed from a foreign source. This is particularly crucial for e-procurement tools since there is often a lack of inter-operability and systems remain rather independent.

### The timeframe

What is a realistic timeframe for change? The level of investment to develop a capacity-building strategy from basic to performing is substantial and may take five years or more for real change to be effective, especially if

the strategy involves the creation of a university or civil service Master's degree diploma in a country lacking specialists and professors in the field.

For specific training, the length of a training course or event needs to be matched to the learning objectives of the course. Where real-time translation is necessary, this will impact the total duration of the event.

## **The tools**

Giving the importance of tools and in order to support the implementation of the 2015 OECD “Recommendation on Public Procurement” (hereinafter, the “OECD Recommendation”), the OECD developed a Procurement Toolbox,<sup>7</sup> which is an online resource providing countries with technical and evidence-based tools, specific country examples, advice, as well as indicators to measure public procurement.

The proposed tools are classified according to the principles included in the OECD Recommendation. The toolbox is designed as a unique information centre/knowledge-sharing platform on issues related to public procurement.

### ***A training website***

The steering committee should consider the creation of a procurement training website, eventually linked to the national procurement website. Free access should be provided to public materials about the procurement system (for example, procurement regulations or comments on procurement case law), but access restricted to civil servants or procurement staff could be organised for tutorials and specific training modules for professionals. Appropriate guidance and support on IT procurement tools (for example, online or via a helpdesk) should also be considered.

### ***A procurement training network***

To sustain the strategy and work towards its long-term success, a network of procurement training institutions and trainers should be encouraged. This is another area where regional co-operation can yield substantial benefits.

### ***A training procurement manual***

To be of greatest value, manuals should be:

- Accessible: In both paper and electronic versions.

- **Relevant:** Where the strategy seeks to use a manual developed by and for another organisation (for example, a donor), it is important to check its relevance for the domestic system. It should be based on, or applicable to, national legislation and procedures.
- **Clear:** The manual should include charts, diagrams and illustrations to make the procedures easier to understand.
- **Accurate:** External advice or peer review would be recommended to polish, and ensure the completeness of, the materials.
- **Up to date:** The steering committee should have arrangements to ensure that each manual is updated as standards evolve. It needs to ensure that, when changes are made, those using earlier versions of the manual are advised of the changes (perhaps through alerts via the training website).

Box 6.3 and 6.4 present examples of training manuals and studies.

### Box 6.3. SIGMA Public Procurement Training Manual

The SIGMA Public Procurement Training Manual was first published in 2010. In February 2014, three new public procurement Directives were adopted by the European Union, which must be implemented in member states by April 2016. The training Manual was therefore adopted to reflect the new Directives; it contains 7 modules and aims at upgrading the operational performance and professionalism of users.

- Module A: Introduction and principles
- Module B: Organisation at the level of contracting authorities
- Module C: Preparation of procurement
- Module D: Public procurement law - scope of application
- Module E: Conducting the procurement process
- Module F: Review and remedies - combating corruption
- Module G: Contract management

The manual is also completed by a set of briefs on various public procurement topics.

*Source:* SIGMA (n.d.), “Public Procurement Training Manual“, [www.sigmaweb.org/publications/public-procurement-training-manual.htm](http://www.sigmaweb.org/publications/public-procurement-training-manual.htm) (accessed on 5 April 2016).

#### Box 6.4. Study on ethics training for public officials

A recent study presents the findings of a project on ethics training for public officials implemented by the OECD-EU SIGMA Programme together with the OECD Anti-Corruption Network for Eastern Europe and Central Asia (ACN) 2, in co-operation with the OECD Public Sector Integrity Network.

The study analyses existing approaches for ethics training in Eastern Europe and Central Asian countries, and selected OECD member countries, and it contains:

- recommendations on how to improve the effectiveness of ethics training, which can be used by countries when they develop their own ethics training for public officials
- case studies from Austria, Estonia, Turkey and the United States
- a checklist for a training programme based on the best practices identified in the study, which can be used by Eastern European, Central Asian and other countries to develop or to improve the effectiveness of ethics training programmes.

*Source:* OECD Anti-Corruption Network for Eastern Europe and Central Asia (ACN) and SIGMA (2013), “Ethics Training for Public Officials”, [www.oecd.org/corruption/acn/library/EthicsTrainingforPublicOfficialsBrochureEN.pdf](http://www.oecd.org/corruption/acn/library/EthicsTrainingforPublicOfficialsBrochureEN.pdf).

#### *A campaign for civil society*

Disseminating procurement knowledge is of the utmost importance. According to the results of the needs assessment, and the level of exposure that is expected or wished, different communications could be used to attract the attention of civil society, such as workshops, conferences with academia, e-tools, pamphlets or public advertising, which could be coupled with an anti-corruption/integrity/good governance campaign. This information/awareness-raising programme, aligned with the essential priorities of public procurement, could also raise the interest of students for jobs in the field. It could use “change agents” (World Bank, 2011) or “champions” for promoting ethics in public procurement. It should educate and confirm the value attached to good procurement - and the risks associated with insufficient prioritisation - to those in leadership roles. See Box 6.5 for an example of good practice in this area.

### Box 6.5. Increasing public procurement awareness in Zambia

The Zambia National Tender Board (ZNTB) broadcasted a series of 13 radio programmes on public procurement called “Tender Talk”, aimed at increasing awareness and knowledge about the public procurement system among the general public. During the live broadcasts, listeners could phone in and ask questions or voice their opinions relating to public procurement. During the programmes, the general public raised issues relating to how procurement influenced their daily lives, for example by raising questions about contracting related to construction of local roads.

*Source:* Jensen, K.E. (2009), “Procurement capacity development and its integration in a broader public administration reform: New thinking, lessons learned from innovative programmes and their potential for the strengthening of public procurement systems”, UNPCDC, [www.unpcdc.org/media/132292/adb%20speech.pdf](http://www.unpcdc.org/media/132292/adb%20speech.pdf).

## Notes

1. The Institute of Finances Basil Fuleihan (IoF) is a civil service learning centre specialised in Public Financial Management and Customs. It hosts the World Customs Organization (WCO) regional training centre and the secretariat of the GIFT-MENA Network. For more information, see [www.institutdesfinances.gov.lb/english/default.aspx?pageid=16](http://www.institutdesfinances.gov.lb/english/default.aspx?pageid=16).
2. For more information, see <http://masterpublicprocurement.itcilo.org/>.
3. For more information, see <http://gomap.itcilo.org/presentation>.
4. A pilot Profs-to-Profes programme was successfully financed and organised by the World Bank for 18 Iraqi professors in October 2014, in partnership with *Université Paris-Ouest Nanterre La Défense* (France).
5. For information, see [www.armp.sn/](http://www.armp.sn/) (in French).
6. “Study tours are often criticized as ineffectual and a drain on limited resources, but when done well they can expose champions to new ideas and new ways of thinking. Training opportunities can also expose individuals to new thinking, and can have even greater sustainable impact

if those individuals are then empowered to become the trainers. See the PDD handbook: a toolkit for business environment reformers. <http://documents.worldbank.org/curated/en/2006/12/7475128/pdd-handbook-toolkit-business-environment-reformers>.

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World Bank (2011), “Steps for designing a results-focused capacity development strategy: A primer for development practitioners based on the capacity development and results framework”, World Bank Washington, DC, <http://documents.worldbank.org/curated/en/2011/08/14981700/steps-designing-results-focused-capacity-development-strategy-primer-development-practitioners-based-capacity-development-results-framework>.

## *Chapter 7*

### **Design the programme: Drafting the strategic action plan**

The steering committee should be in charge of drafting the strategic action plan with the participation of all stakeholders represented. This action plan should be attached to the report on the strategy, prepared by the steering committee. It should include scheduled and realistic objectives, actions, and the timeframe, while identifying the beneficiaries of the actions. Table 7.1 presents a suggested action plan template that could be used to assist the steering committee in developing content according to the specific needs of a country. It lists the main tasks, the institutions likely to be responsible for each task, the objectives of the specified action, the action's beneficiaries, and an average duration for each action. Each entry could be further broken down into more detailed provisions, either in the strategic action plan or as part of the work of the implementing agencies.

Such an action plan can only be prepared and implemented after a clear understanding of the requirements and prerequisites is established, according to the steps presented in the above sections of this road map.

This strategic action plan template provides a big-picture view of the potential actions that may be necessary, in chronological order. Chapter 8 proposes a detailed action plan for training solutions.



Table 7.1. Drafting the strategic action plan: A template

Task	Institution(s) in charge	Objectives	Beneficiaries	Duration
Organisation of the steering committee	Ministries Procuring entities Universities Training institutions	Conduct the strategy	All stakeholders	5 years
Assessment of procurement capacity	Internal service or consultant	Assessment Report	Steering committee	3 months
Organisation of the training for professionals Training the Trainers (TtT) and Profs-to-Profes programme	Steering committee +universities and training institutions under the supervision of the steering committee	1. Define the engagement of the universities and faculties 2. Select the future trainers to be trained in the T0T programme and in the Profs-to-Profes programme	Trainers	3 months
Preparation of training materials	Small group of professors and professionals selected by the steering committee following proposals by the universities and ministries	Creation of modules (documents, presentations) covering national and local public procurement issues + e-learning tools for self-guided learning	The trainers of trainers (TtT) The profs-to-profs programme The trainers and the students	4 months
Piloting the training Accreditation of the training	Steering committee	Verification of the contents Verification of the seriousness of the process for delivering certificate or diploma Collect feedback in order to increase effectiveness	Universities, students, young professionals, professionals	Yearly
Professionalisation: Reform of the civil service legal framework	Steering committee/ co-ordination with the Ministry of Civil Service	Adoption of provisions on the procurement carrier, on the commitment to work for public service and the cool-off period; code of ethics and business manual; incentive for procurement staff	Procurement staff	1 year

Table 7.1. **Drafting the strategic action plan: A template** (*continued*)

Task	Institution(s) in charge	Objectives	Beneficiaries	Duration
Harmonisation and certifications	Steering committee/ co-ordination with the ministry in charge of education	Provisions to regulate the enrolment, graduation, certification of the agreements with training institutions	Trainees and students	1 year to build the certification system
Dissemination of knowledge on public procurement	Steering committee (with consultants) develops materials (e-tools, films, radio messages, pamphlets, workshops for small and medium-sized enterprises [SMEs])	Explain public procurement principles and links with good governance, anti-corruption and public savings	Civil society Non-governmental organisations (NGOs) Media Justice sector Private sector	3 years
Research	Universities + twinning arrangements with foreign universities for students and professor exchange programmes + partnership with Chambers of Commerce for special research and financing of awards	Develop research on public procurement (thesis, PhD research)  Create websites and publications (legal journal) on public procurement topics Create clinics in law schools on public procurement issues	Graduate students in law, economics or management	Long term
Monitoring	Steering committee: Report on the results achieved, each year	Performance indicators: Number of trainees/students Results (number of certificates/diplomas delivered) Audience satisfaction surveys Follow-up employment Incentive for trainers/professors	Trainers, trainees, students, young professionals, professionals, all stakeholders	Yearly

Source: OECD Secretariat.

## *Chapter 8*

### **Include training: Drafting the training action plan**

Depending on the inventoried needs, this second action plan focuses on training solutions for designated individuals and institutions, with a list of procurement topics to be instructed, under adequate training formulas and a reasonable agenda. The offer of training (format) delivered by the institutions in charge will vary according to the objectives, targets (beneficiaries), and the level prerequisite.

Table 8.1 presents a template for an action plan for training solutions, which countries may wish to use when developing their own training action plans.



Table 8.1. **Drafting the training action plan: A template**

Format	Institution(s) in charge	Level prerequisite	Goals/objectives	Beneficiaries
Training the Trainers (TtT) (certificate of attendance)	Group of experts, selected by the steering committee	Selective access	To introduce procurement reform To introduce the strategy vis-à-vis capacity building. To familiarise the audiences with research and resources available worldwide To introduce modern pedagogy and e-learning tools To create a sustainable network of trainers	Experienced procurement staff, university professors, experts, trainers of the private sector (Syndicate of Engineers, Chambers of Commerce, unions)
Profs-to-Profs programme	Foreign and national professors	Doctorate in law or economics or management or engineering	Same objectives + incorporation of public procurement within the university curricula, enrolment in networks of public procurement professors, research tools and methods on public procurement	Professors of law, economics, management, engineering
Short-duration training (certificate of attendance)	Trainers prepared by the TtT programme  Universities and training institutions (through continuous education programmes), civil servants schools, schools of engineers  (specific training materials adapted to the different audiences)	License, 3 years of higher education	To introduce the procurement reform and recent changes, to introduce new techniques (e-procurement) and best value approaches, to present the principles and rules of public procurement for non-procurement staff	Senior officials, public sector employees, technicians, controllers (auditors, inspectors, integrity commission, internal auditors, judges, etc.), students

Table 8.1. **Drafting the training action plan: A template** (continued)

Format	Institution(s) in charge	Level prerequisite	Goals/objectives	Beneficiaries
Medium-duration seminars, workshops (compulsory and certification awarded following written and oral exam)	Universities, trainers prepared by the TtT or public procurement as part of the academic curriculum	Professional experience required (carrier requirements level) level of education required	Updating of procurement professionals' knowledge, introduction to theoretical and practical public procurement (case studies), internship, site visits	Students (2 months), trainers (6 weeks), public sector employees (2 weeks)
Classes on public procurement incorporated into traditional university curricula	Universities of law, economics, business, management, engineering	Conditions of the existing diplomas	Raise awareness of the topic for students	Students (2 years)
Long-term training (compulsory diploma awarded following written and oral exam)	Universities or specific institutions	Professional experience required, level of education required	Introduction to theoretical and practical public procurement, internship, site visits, clinics – practical studies by a small group of students, student exchange with foreign universities	Students (1 year)

Source: OECD Secretariat.

*Chapter 9*

**Remember resources:  
Financing the strategy**

As part of the implementation tasks, the steering committee should also look for financing solutions to support the strategic and training action plans. One solution that can be explored is to collect fees from the contractors. The US Federal Acquisition Institute is financed by the Acquisition Workforce Training Fund (AWTF), established by the Services Acquisition Reform Act of 2003, for example. This fund is financed by deposits of 5% of the fees collected by non-Department of Defense executive agencies under government-wide contracts. However this new tax requires budget/appropriation decisions that might take time to be processed. Another solution is to have fees paid by the trainees or their employers when they come from the private sector.

The steering committee also has an important role to play in co-ordinating projects and proposals funded by external donors. When multiple projects support capacity development, the steering committee will be best equipped to ensure that such efforts are complementary, and do not involve overlaps or unnecessary duplication of efforts. As examples:

- Development aid targeting the public sector/civil service<sup>1</sup> and improvement of governance issues could be channelled toward building capacity in public procurement and public-private partnerships, including training. Development aid could be used to improve the capacity of the domestic training institutions. As an example, the OECD, with its member countries and the European Commission, is providing operational support to the Slovak Republic and Bulgaria to develop and implement a training programme and strengthen the administrative capacity of their public procurement officers. In Lebanon, the experts of SIGMA (Support for Improvement in Governance and Management)-OECD helped the Institute of Finances Basil Fuleihan in finalising an Institutional Development Plan with the aim of improving its activities and services as a centre of excellence in public finance. In Morocco; SIGMA has also assessed the capacity of the training system in the Institute of Finance and issued recommendations for its improvement.
- EU action toward improving education can be regional under the Tempus Programme, supporting institutional co-operation between the European Union and southern neighbours on modernising higher education systems. Some 53 projects involving southern Mediterranean universities were selected; of these 17 southern universities became project co-ordinators. It is worth mentioning

that the EU “Implementation of the European Neighbourhood Policy (ENP) in the 2013 Regional Report: A Partnership for Democracy and Shared Prosperity with the Southern Mediterranean Partners” and its update in 2014 (European Commission, 2014) mention several bilateral actions, and notably the new ENP Action Plan with the Palestinian Authority focused on improving the rule of law, and multilateral activities such as the Union for Mediterranean (UfM), which regroups 43 countries. One of the activities financed by the UfM is LOGISMED training, supported by the European Investment Bank, launched initially in Egypt, Morocco and Tunisia, with the aim of increasing the national education offer and improving the level of qualifications of logistics platforms’ operators and managers. This type of project could serve as a model to develop partnerships around public procurement training while the European Union is keen to reinforce the Middle East and North Africa (MENA) regional integration. (See Box 9.1, for an example of good practice in this area)

### Box 9.1. OECD contribution to reforming public procurement: An example from Greece

In close collaboration with the EU Task Force and under a request from the European Commission, the OECD provided support to Greece in carrying out a major procurement reform in 2014 aimed at:

- simplifying and consolidating all Greek public procurement laws
- developing the structural and operational efficiency of the national central purchasing body (CPB)
- implementing a national e-procurement system.

All these activities were supported by capacity-building initiatives and practical guidance.

#### Results

As a result, the OECD trained more than 100 Greek public officials from at least 14 ministries and all major independent procurement, policy and oversight bodies. Five capacity-building workshops were organised involving senior OECD procurement experts, Greek procurement experts and experts from competition and oversight bodies.

The OECD also helped with the setting up of efficient work processes for the award of framework agreements; as for goods and services by providing a practical manual for framework agreements development with case studies from other EU members.

Moreover, the OECD assisted the national CPB with the development of change management and communication strategies, and triggered Greek leadership for reforms through supporting changes in procurement governance culture, putting in place communication channels between all institutions working on aspects of procurement for the first time.

*Source:* Support for the Implementation of the Greek Public Procurement Reform project, OECD.

Moreover, co-operation with foreign public institutions could also be explored for specific training:

- on auditing, with the networks of Auditing Institutions,<sup>2</sup> of Courts of Accounts (with a francophone background<sup>3</sup>), partnership with courts with active international involvement, such as the Court of Accounts of Morocco<sup>4</sup>

- on complaint and contractual litigations, with administrative judges and courts, such as the French Conseil d'Etat<sup>5</sup>
- on competition law, market access and prevention of collusion and bid rigging
- on forensic and investigation measures in the fight against corruption.

Other existing networks can also be approached:

- The Network of Schools of Public Policy, Affairs, and Administration (NASPAA),<sup>6</sup> the membership organisation of graduate education programmes in public policy, public affairs, public administration, and public and non-profit management. It has nearly 300 members, located across the United States and in 14 countries around the globe, such as the American University in Cairo.<sup>7</sup>
- The International Institute of Administrative Science with Middle East members.<sup>8</sup>
- The Governance Institutes Forum for Training in the Middle East and North Africa (GIFT-MENA) initiative,<sup>9</sup> launched in 2006 by the World Bank Institute and the Institute of Finance in Lebanon, now joined by several international donors, regroups 60<sup>10</sup> training institutions and national schools of administration in MENA countries that deliver training for civil servants and professionals, including public procurement and public finance. This could be an interesting solution if they can deliver training tailored to domestic contexts.

Finally, academic exchange programmes could also be a good vector for financing the training of students and professors. For example, Jordan participates in the European Tempus (from 2002 to 2013) and Erasmus+ (2014-2020) programmes. Collaboration with 23 European countries and 8 Mediterranean countries involve the mobility of faculty members and students from Jordan to Europe and vice versa. These programmes have also helped to develop new Bachelor's and Master's degrees in a large number of disciplines. It may be thus possible to use this kind of financial support to develop public procurement diplomas.

In 2013, and for the third consecutive year, the Erasmus Mundus programme was allocated extra funding for southern Mediterranean countries. MEDASTAR (Mediterranean Area for Science, Technology and Research) is an Erasmus Mundus project that aims for broader co-operation

between Europe, Egypt and Lebanon, putting emphasis on science, technology and research. In November 2013, the ERA-Net (European Research Area Network)<sup>11</sup> project ERANETMED was launched, aiming to reduce the fragmentation of scientific programming in the Mediterranean.

On vocational or continuous education and training, the European Union has also financed the activities of the European Training Foundation (ETF). In addition, the European Union launched a regional project, Governance for Employability in the Mediterranean (GEMM). Implemented by the ETF, it aims to enhance the quality and relevance of vocational education and training systems, notably with a forum in Marseille.

The World Bank has launched together with the European Investment Bank, the Governments of Egypt, France, Jordan, Lebanon, Morocco and Tunisia, and the City of Marseille, the Marseille Centre for Mediterranean Integration (MCMI) (Jaramillo and Melonio, 2011). The Centre facilitates access to knowledge and best practices, and improves co-operation to support development policies geared towards greater integration and convergence in the Mediterranean region. The MCMI areas of engagement include 5 clusters, with 14 programmes focusing on:

- urban and spatial development
- sustainable development
- transport and logistics
- skills, employment and labour mobility challenges including youth
- knowledge economy, innovation and technology.

Finally, and more recently, the World Bank, partnering with ARADO (the training arm of the Arab League), launched a regional initiative to train trainers in public procurement from nine MENA countries (World Bank, 2014). Once the regional training materials are prepared, they will be able to train professionals in their respective countries.

All these initiatives are only examples of all that could be solicited by MENA countries. With such variety, the steering committee in charge of the national capacity-building strategy in public procurement should nominate at least one individual as a focal contact for these donor institutions when they wish to participate in the financing of the national strategy.

## Notes

1. As an example, since 2011 SIGMA has focused, in Egypt, on the Central Agency for Organization and Administration, contributing to “the reinforcement of management and monitoring capacities to evaluate donor-funded technical assistance projects”. See [www.aucegypt.edu/Pages/default.aspx](http://www.aucegypt.edu/Pages/default.aspx).
2. See [www.eca.europa.eu/en/Pages/EUSAIOperation.aspx](http://www.eca.europa.eu/en/Pages/EUSAIOperation.aspx).
3. This network is co-ordinated by the French Court of Accounts and the *Direction des relations internationales, de l'audit externe et de la francophonie* (DRIAEF); see [www.ccomptes.fr/Nos-activites/A-l-international](http://www.ccomptes.fr/Nos-activites/A-l-international).
4. See [www.courdescomptes.ma/](http://www.courdescomptes.ma/).
5. The Conseil d’Etat has developed an international website in Arabic: <http://arabic.conseil-etat.fr/>.
6. See [www.naspaa.org/](http://www.naspaa.org/).
7. See [www.aucegypt.edu/Pages/default.aspx](http://www.aucegypt.edu/Pages/default.aspx).
8. See [www.iias-iisa.org/members/middle-east/](http://www.iias-iisa.org/members/middle-east/).
9. See [www.gift-mena.org/fr/propos#](http://www.gift-mena.org/fr/propos#).
10. See [www.gift-mena.org/sites/default/files/GIFT-MENA-7%20Years%20in%20Review-July2014.pdf](http://www.gift-mena.org/sites/default/files/GIFT-MENA-7%20Years%20in%20Review-July2014.pdf).
11. The European Research Area Network aims to step up co-operation and co-ordination of research activities carried out in European countries and EU-associated countries. See [http://eeas.europa.eu/enp/pdf/2014/regional/pdsp\\_en.pdf](http://eeas.europa.eu/enp/pdf/2014/regional/pdsp_en.pdf).

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## *Chapter 10*

### **Monitor the results: Learning and adapting**

Monitoring the results of a training programme is necessary to identify best practices or unsuccessful solutions and eventually to adapt the training. There is a general model that has been elaborated to evaluate professional learning and human resource development: the Kirkpatrick/Phillips Model for Evaluating Human Resource Development and Training (see Box 10.1) (Kirkpatrick, 1998; Phillips, 2003). This could be customised as necessary to fit the public procurement area within a particular country context.

### Box 10.1. The Kirkpatrick/Phillips Model for Evaluating Human Resource Development and Training

#### Reaction

What is the initial response to the learning programme (e.g. through feedback sheets). What did the participants think about the learning interventions? What did the providers think about the training interventions? What were their thoughts about the venue facilities?

#### Learning

This involves what was actually learned from the learning programme, e.g. a short multiple-choice test of learning programme contents. What were the main areas which were remembered by the whole group of participants? What were the main areas which were forgotten by the whole group of participants? Which participants remembered the most from the training session? Which participants remembered the least from the training session?

#### Behaviour

Has the behaviour of programme participants changed in the desired manner, e.g. do they operate computer packages correctly? Which elements of the learning have been applied in the workplace? Which elements of the learning have not been applied in the workplace? Why do the participants apply some of the elements of the learning programme and not others?

#### Outcomes

Is there an improvement in productivity, e.g. is there improved performance which increases productivity? What were results of the changed work behaviour? What effect did this have on productivity?

#### Return on investment

How does the investment in training compare to the savings made on productivity, etc.? What was the return on investment (ROI) of the training? How does the cost of training compare to the financial return on increased (decreased) productivity?

*Source:* Continuing Professional Development and Begbroke Science Park at the University of Oxford (2016), “The Learning Needs Analysis Toolkit”, [www.conted.ox.ac.uk/courses/professional/lnat/](http://www.conted.ox.ac.uk/courses/professional/lnat/) (accessed on 1 February 2016).

The steering committee should ensure that reporting mechanisms are developed by the training institutions for monitoring purposes.

Procuring entities should also measure progress in the training agenda, collecting the number of staff trained, diploma or certifications awarded, etc. For consistency and data collection, a reporting model could be adapted to the specific needs of certain procuring entities under the supervision of the steering committee, or they could refer to a mandatory reporting chart prepared or approved by the steering committee.

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## *Further reading*

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## *Helpful websites*

	Website address	Last accessed
Association for Talent Development	<a href="http://www.td.org/">www.td.org/</a>	5 April 2016
CEDEFOP (European Centre for The Development of Vocational Training)	<a href="http://www.cedefop.europa.eu/">www.cedefop.europa.eu/</a>	1 February 2016
European Foundation for Quality Management	<a href="http://www.efqm.org/">www.efqm.org/</a>	1 February 2016
European Training Foundation	<a href="http://www.etf.europa.eu/">www.etf.europa.eu/</a>	1 February 2016
Federal Acquisition Institute	<a href="http://www.fai.gov">www.fai.gov</a>	1 February 2016
Training videos on procureure topics	<a href="http://www.fai.gov/drupal/training/fai-video-library#DETAIL">www.fai.gov/drupal/training/fai-video-library#DETAIL</a>	1 February 2016
Government Digital Service	<a href="http://www.gov.uk">www.gov.uk</a>	
International Labour Organization	<a href="http://www.ilo.org">www.ilo.org</a>	1 January 2016
Marseille Centre for Mediterranean Integration, Governance and Quality Insurance in Higher Education	<a href="http://www.cmimarseille.org/">www.cmimarseille.org/</a>	1 February 2016
SIGMA website: Lebanon	<a href="http://www.sigmaweb.org/countries/lebanon-sigma.htm#">www.sigmaweb.org/countries/lebanon-sigma.htm#</a>	1 February 2016
SIGMA website: Morocco	<a href="http://www.sigmaweb.org/countries/morocco-sigma.htm#">www.sigmaweb.org/countries/morocco-sigma.htm#</a>	1 February 2016
SIGMA website: Tunisia	<a href="http://www.sigmaweb.org/countries/tunisia-sigma.htm#">www.sigmaweb.org/countries/tunisia-sigma.htm#</a>	1 February 2016
UK Department for Business Innovation and Skills	<a href="http://www.gov.uk/government/organisations/department-for-business-innovation-skills">www.gov.uk/government/organisations/department-for-business-innovation-skills</a>	1 February 2016
UK Commission for Employment and Skills	<a href="http://www.ukces.org.uk">www.ukces.org.uk</a>	1 February 2016
UNDG (United Nations Development Group): Capacity development	<a href="https://undg.org/home/guidance-policies/country-programming-principles/capacity-development/">https://undg.org/home/guidance-policies/country-programming-principles/capacity-development/</a>	1 February 2016
UNDP (United Nations Development Programme): Procurement training	<a href="http://www.undp.org/content/undp/en/home/operations/procurement/procurement_training/">www.undp.org/content/undp/en/home/operations/procurement/procurement_training/</a>	1 February 2016
UNITAR (United Nations Institute for Training and Research)	<a href="http://www.unitar.org">www.unitar.org</a>	1 February 2016
UNPCDC (United Nations Procurement Capacity Development Centre)	<a href="http://www.unpcdc.org">www.unpcdc.org</a>	1 February 2016
US Defense Acquisition University: Training	<a href="http://www.dau.mil/Training/default.aspx">www.dau.mil/Training/default.aspx</a>	1 February 2016

## *Annex A*

### **Examples of country experiences in public procurement capacity building**

#### **Individual level**

- Certification programmes for procurement professionals (Computerised Procurement Practitioner’s Proficiency Certificate, Indonesia; Ghana, Paraguay).
- Leadership Code which requires ministers and senior officials to make periodic financial disclosures (Uganda).
- Code of Ethical Conduct in Business must be signed by public officers engaged in procurement (Uganda).
- Training for procurement officials at all levels and stakeholders (Botswana, Cameroon, Ghana, Rwanda, Sierra Leone, Tanzania and Afghanistan).
- Training of local trainers (Afghanistan, Sri Lanka).
- Job descriptions (Malawi, Paraguay).
- Staff performance evaluation (Rwanda).
- Issue rules to encourage stability among key policy personnel of normative/regulatory body and prevent their removal, demotion or suspension for reasons not related to their professional performance or ethical questions (Paraguay).

#### **Organisational level**

- Creating country-wide training facilities for diploma and degree programmes (Sri Lanka, Uganda).
- Conduct of training needs assessment and development of a training programme with 25 modules for stakeholders (Ghana).
- (...)

- Provision of e-procurement tools and equipment and websites to improve publication of information (Rwanda, Uganda, Malawi, Sierra Leone, Tanzania, Indonesia, Sri Lanka).
- Establishment of procurement units (Ghana, Rwanda).
- System for checking and monitoring (Tanzania).
- (...)
- Specialised workshops/seminars and manuals on procurement monitoring and audit for external monitoring agencies including National Audit Office, State Inspection Department, Anti-Corruption Agency and civil society organisations (Mongolia, Ghana, Malawi, Sri Lanka).
- Systematic monitoring of areas identified as critical in assessment (Malawi).

*Source:* OECD (2008), “Compendium of country examples and lessons learned from applying the Methodology for Assessment of National Procurement Systems, Vol. I, Sharing experiences”, [www.oecd.org/dac/effectiveness/40488586.pdf](http://www.oecd.org/dac/effectiveness/40488586.pdf).

## *Annex B*

### **UK experience in building capacity in public procurement**

As part of the civil service reform, civil servants are invited to join one of the 25 professional (informal) networks, led by a head of profession. One is about the procurement profession.

“In most cases membership is open to anyone working in government departments, agencies or non-departmental public bodies. Some professions also permit membership to professionals outside of government, such as the wider public sector. In general, the professions: provide a governance structure, raise standards, provide career development opportunities, and promote collaboration.

Key areas of focus and outcomes over the next years for the procurement profession include: increase in spend managed through GPS (GPS is now part of the Crown Commercial Service, a new organisation which also includes the former commercial function of the Cabinet Office); sustainable savings through CSR (corporate social responsibility); reduction in sourcing time and cost, with unnecessary barriers removed; more spend with SMEs; higher percentage of trained and qualified staff; deployment and use of enabling technology; sectorial pipelines to support supply chain management; better perception of procurement.

A key tool to support staff development is the procurement professional curriculum. This curriculum will contain learning that is relevant to everyone working within the profession, wherever within central government. Other professional learning and development opportunities are available through the Department’s own formal training arrangements or through informal on-the-job training, coaching and mentoring.

Departments are currently working together to design the curriculum for the profession. Learning products will be added in phases as they are developed. The curriculum will develop and change over time to reflect the changing needs of the profession.”

*Source:* UK civil service website on training and development: [www.gov.uk/training-and-development-opportunities-in-the-the-civil-service](http://www.gov.uk/training-and-development-opportunities-in-the-the-civil-service) and [www.gov.uk/government/organisations/civil-service-procurement-profession/about](http://www.gov.uk/government/organisations/civil-service-procurement-profession/about) (accessed on 1 February 2016).

## *Annex C*

### **US experience in building capacity in public procurement**

Established in 1976 under the Office of Federal Procurement Policy Act, the Federal Acquisition Institute (FAI) has been charged with fostering and promoting the development of a federal acquisition workforce. FAI facilitates and promotes career development and strategic human capital management for the acquisition workforce.

FAI co-ordinates with organisations such as the Office of Federal Procurement Policy, Chief Acquisition Officer Council, and the Interagency Acquisition Career Management Council to develop and implement strategies to meet the needs of the current and future acquisition workforce. In conjunction with its partners, FAI seeks to ensure availability of exceptional training, provide compelling research, promote professionalism, and improve acquisition workforce management.

**Training:** The Federal Acquisition Institute provides resources to acquisition professionals at every stage of their career. Through online training, classroom training, and partnerships with accredited institutions, acquisition professionals are able to obtain the skills necessary to further their professional career.

The US Defense Acquisition Institute (DAU) provides an additional, and a robust, set of training options for federal procurement personnel.

**Certification:** Federal certification programmes are designed to establish consistent competencies and standards for those performing acquisition-related work in civilian agencies. Certifications are federal standards recognised across agencies but do not guarantee assignment or advancement. Further information about the knowledge, skills, abilities, and other characteristics an individual needs to successfully perform acquisition work roles can be found under the specific career field.

Source: Federal Acquisition Institute website on training: [www.fai.gov/drupal/training/training](http://www.fai.gov/drupal/training/training) (accessed on 1 February 2016); Gordon, Daniel D. (2013), “Design, implementation, and evaluation of procurement training strategies”, presentation at the MENA-OECD Network on Public Procurement workshop, Kuwait, 13-15 May 2013, [www.oecd.org/gov/ethics/Public-procurement-workshop-Kuwait-Gordon-1-June-2013.pdf](http://www.oecd.org/gov/ethics/Public-procurement-workshop-Kuwait-Gordon-1-June-2013.pdf) and [www.dau.mil/Training/default.aspx](http://www.dau.mil/Training/default.aspx) (accessed on 1 February 2016).

*Annex D*

## Examples of modules in a Master’s degree on public procurement law

**Semester 1**

1.	Introduction to public purchasing
Content	Principles of public procurement Legal framework laws and regulations on public contracts (concessions and public private partnerships) The recent reforms
Duration	30 hours
Evaluation	Written paper
2.	Typology of contracts
Content	Public procurement contracts Infrastructure contracts/ PPPs Contracts on the public domain
Duration	30 hours
Evaluation	Oral or written
3.	Purchasing and supply chain
Content	Jobs designation and creation of the team Teamwork Delegation, power of decisions Internal and external oversight Audit
Duration	20 hours
Evaluation	Case study
4.	Identification of the needs
Content	Definition of the needs Technical specifications Commercial specifications Financial specifications Risk analysis and risk matrix Choice of the contract v. in house Choice of the type of contract
Duration	30 hours
5.	Methods of procurement
Content	Presentation of all the procurement methods
Duration	30 hours
Evaluation	Case study

6.	Call for bids (open/restricted/two stages)
Content	Preparing the bidding documents (contracting agency) Preparing the bidding documents (bidder) Role of the bidding committee Advertising Opening Finalisation of the contracts and signature
Duration	20 hours
Evaluation	Case study
7.	Central purchasing agency
Content	Framework contracts Grouping procedures
Duration	20 hours
Evaluation	Case study
8.	Complaint and challenge
Content	Institution in charge Requirements for bidders and third parties Remedies
Duration	20 hours
Evaluation	Written
9.	
Content	Site visit, conference and visit to institutions involved in public purchasing
Duration	20 hours
Evaluation	N/A

## Semester 2

10.	Electronic procurement
Content	Basic requirements, legal issues, processes
Duration	20 hours
Evaluation	Practical test
11.	Ethics of public contracting
Content	Laws and regulations Code of conducts for employees Compliance programmes Conflict of interests Sanctions and debarment
Duration	20 hours
12.	Performance of public contracts
Content	Risks matrix/drafting clauses Change Contractual modification
Duration	30 hours
Evaluation	Case studies
13.	Complaint and challenge
Content	Institution in charge Requirements for bidders and third parties Remedies
Duration	20 hours
Evaluation	Written

14.	Contractual disputes
Content	Alternative resolution of contractual disputes Litigations Action of parties and third parties
Duration	30 hours
Evaluation	Case study
15.	Site visits, conferences
Content	
Duration	20 hours
Evaluation	N/A
16.	Internship within the supply service of a contracting entity or vendor service of a private company
Content	
Duration	80 hours (2 weeks)
Evaluation	N/A

# Roadmap: How to Elaborate a Procurement Capacity Strategy

## For further information:

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