



Improving Lithuania's Public Procurement System

**COMPONENT 1 – IMPLEMENTATION
OF PROFESSIONALISATION AND
CERTIFICATION FRAMEWORKS**



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Abbreviations and acronyms

BPQR	Best Price-Quality Ratio
CA	Contracting Authorities
CF	Certification Framework
CIPS	Chartered Institute of Procurement & Supply
CPI	Corruption Perception Index
CPO	Central Procurement Organisation
CPP IS	Central Public Procurement Information System
CSD	Civil Service Department
EC	European Commission
EUR	Euro
ESIF	European Structural and Investment Funds
ESPD	European Single Procurement Document
FIDIC	International Federation of Consulting Engineers
GPP	Green Public Procurement
ICT	Information and Communications Technology
IP	Innovative Procurement
LCC	Life-cycle costing
LPP	Law on Public Procurement
MEAT	Most Economically Advantageous Tender
MEI	Ministry of the Economy and Innovation
NAO	National Audit Office
PIANOo	Public Procurement Expertise Centre of Netherland
PP	Public Procurement
PPO	Public Procurement Office
SIS	Special Investigation Service
SMEs	Small and medium-sized enterprises
SRPP	Socially Responsible Public Procurement
ToT	Training of Trainers

UNCITRAL	United Nations Commission on International Trade Law
UNDP	United Nations Development Programme
WGI	Worldwide Governance Indicators

Executive summary

Lithuania, the most recent member country of the OECD, has been actively implementing public sector and public procurement reforms to achieve sustainable and inclusive growth while ensuring an efficient utilization of public funds. As documented by the European Commission and the OECD in different studies and occasions, the capacity of the public procurement workforce is an indispensable element to ensure a sound public procurement system.

Although Lithuania has relatively favourable performance of their public procurement system compared with other European member states, the capabilities and capacity building components are still fragmented. The main challenges are identified in the planning and preparation stages including drafting technical specifications and award criteria, ensuring integrity in the procurement process, and the capacity to use procurement to achieve broader policy objectives, the so-called strategic use of public procurement. In most cases, procurement is still considered an administrative task rather than a professional one. In fact, only 10% of the public officers in charge of the tasks related to public procurement work exclusively on public procurement, while this task is not the main occupation for 70% of those responsible for the implementation of public procurement within contracting authorities. In addition, as it happens in most of the European countries, there is no certification system for public procurement practitioners in Lithuania. Recognising this, the Government of Lithuania understood the importance of promoting the professionalisation of the public procurement workforce in the country through establishing a certification framework and developing a professionalisation strategy. For this purpose, it reached out to the Structural Reform and Support Services (SRSS) from the European Commission and the OECD.

This report proposes a detailed outline of the certification framework and a professionalisation strategy, built upon a comprehensive assessment of the challenges with the key stakeholders and close discussion with the Ministry of the Economy and Innovation (MEI) and the Public Procurement Office (PPO) of Lithuania. The certification framework consists of two levels, *Basic* and *Advanced*. Candidates will be required to complete in total 60-hour courses (42 hours and 18 hours for each level) on the 19 procurement topics such as the Public Procurement Law, Market Analysis, Technical Specifications, Award Criteria, Integrity in Public Procurement, Strategic Procurement (Green Public Procurement, SMEs, Innovation, and SRPP). The report also proposes tools to promote the professionalisation strategy. These tools include e-learning, degree programmes, self-support tools (manuals, guidelines, and standardized templates), one stop shop procurement portal for the community of practice, award system exclusively for the public procurement professionals, and practical trainings (On-the-job training, job-swapping, mentor and internship programmes).

The report also describes the achievements of the Training of Trainers (ToT) programme, which was provided by the OECD as part of this project, to train the future trainers who will now roll-out the training plan and provide the training sessions required in the

certification framework. As another key deliverable of the project, the OECD developed training materials that cover 11 procurement courses out of the total 19 courses required in the certification framework. This corresponds to 31 hours, which accounts for approximately half of the total 60 hours required to complete the both levels, being the rest developed by the PPO and the MEI.

The entities involved in the project, from the European Commission to the OECD and Lithuania, are firmly convinced of the relevance of this action for improving the quality of the public procurement system in the country. In fact, many other countries in the EU and OECD would also benefit from promoting a structured approach to increasing the capabilities of their public procurement workforces. Establishing a certification framework and a professionalisation strategy tailored to the country context, executed by qualified and prepared trainers, and supported in quality and complete training materials, all in respect of international good practices, guidance and legal and regulatory frameworks is a solid, and undisputable, starting point. This was the main objective of component 1 in the project for improving the Lithuanian's Public Procurement System. It is now up to Lithuania to make the best possible use of it.

Introduction

The Lithuanian government has been currently implementing public sector reforms. Among those reforms, public procurement has been considered an important element to achieve sustainable and inclusive growth while ensuring the efficient utilization of public funds.

In 2015, public procurement accounted for 30.4% of the total government expenditures and 10.7% of the GDP in Lithuania, almost the same level of the OECD averages (29.1% and 11.9%, respectively). (OECD, 2017^[1])

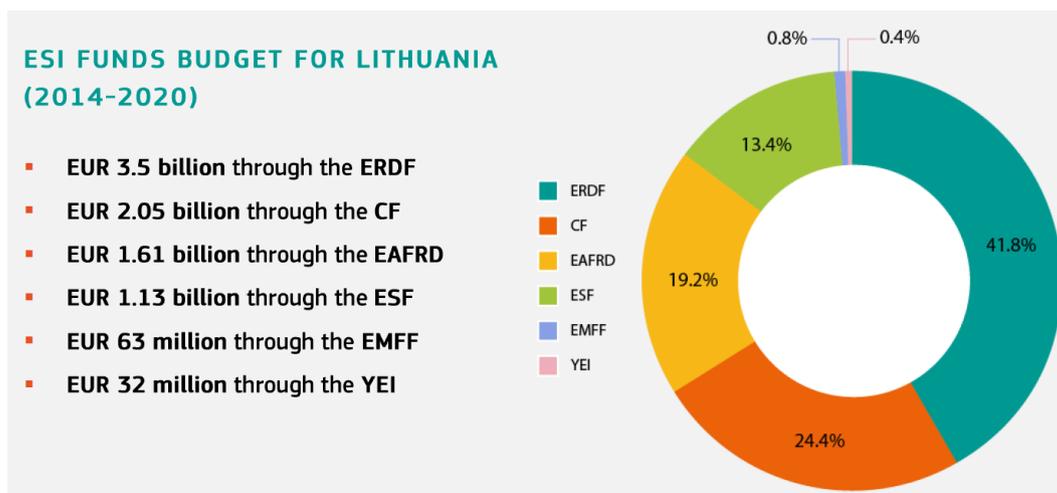
Table 1. Values and number of public procurement procedures in Lithuania (2014-2016)

Types of Procurement	Values (Million Euro)			Number of Procedures		
	2014	2015	2016	2014	2015	2016
Simplified and International Public Procurement	4 531.0	3 363.8	3 738.0	9 923	9 605	9 293
Small Value Procurement	695.6	801.2	859.5	737 392	756 080	800 872
Simplified procurements (outside Lithuania by diplomatic establishments etc)	2.7	3.4	4.0	1 383	8 829	11 154
TOTAL VOLUME	5 229.3	4 168.4	4 601.5	748 698.0	774 514	821 319

Source: Created based upon the information provided by the PPO.

In addition, Lithuania relies substantially on the European Structural and Investment Funds (hereinafter referred to as “ESIF”). In fact, Lithuania has been allocated EUR 8.39 billion for three national programmes from ESI Funds over the period 2014-2020. With a national contribution of EUR 1.56 billion, Lithuania has a total budget of EUR 9.95 billion to be invested. (European Commission, 2016^[2]). It is worth stating that Lithuania fully satisfies the *ex ante* conditionality, which are subject to all ESIF programmes, on EU rules, transparency, training and administrative capacity.

Figure 1. ESIF funds breakdown in Lithuania



Source: (European Commission, 2016^[3]).

The *Law on Public Procurement* and the *Law on Procurement Implemented by Contracting Entities Operating in the Water, Energy, Transport and Postal Services Sectors* came into force on July 1, 2017. These laws transposed the EU Directives 2014/24/EU and 2014/25/EU. These Directives intend to simplify procurement procedures, increase value for money, and improve access to tenders for small and medium enterprises.¹

Highly skilled public procurement workforce is an indispensable element to ensure a sound public procurement system. The *2015 OECD Recommendation of the Council on Public Procurement* (hereinafter referred to as the “OECD Recommendation”) recommends countries to develop a procurement workforce with the capacity to continually deliver value for money efficiently and effectively. (OECD, 2015^[4])

Regardless of the favourable performance of the public sector in Lithuania, the capacity building system of the public procurement is still fragmented. Common irregularities are identified during the procurement process such as drafting technical specifications, setting award criteria etc. Public procurement is considered as an administrative task rather than a professional one, and there is no certification system for public procurement practitioners in Lithuania. The professionalisation of the public procurement workforce has been identified as one of the main challenges in the public procurement system. (European Commission and PWC, 2016^[5])

Against these background, the Lithuanian government and the European Commission (EC) have invited the OECD to work jointly with Lithuania in order to assist the country in the development of a training action plan to professionalise the public procurement workforce, in particular, for the following three pillars:

- Raise the level of integrity in public procurement;
- Reduce common irregularities identified during the public procurement process;
- Apply strategic procurement in the tender process.

The certification framework and professionalisation strategy presented in this report is prepared by the OECD as part of the project “Improvement of the Lithuanian public

procurement system through professionalisation of the national workforce and streamlining of R&D tendering”, which is funded by the technical assistance budget of the European Commission.² The analysis of this report is based on a need assessment carried out by analysing data and information provided by Lithuanian authorities and through interviews with key stakeholders in Lithuania.³ It leverages the OECD framework to develop a training strategy built upon recent EC funded projects, such as the work carried out in Slovak Republic (OECD, 2017^[6]) and Bulgaria (OECD, 2017^[7]).

This work supports the Lithuanian government in their efforts to improve the public procurement workforce by providing the assessment of the challenges, the training of trainers programmes, and recommendations on the certification framework and professionalisation strategy. Section 1 describes the institutional framework of public procurement in Lithuania. Section 2 presents the gap analysis to assess the capacity building challenges of public procurement practitioners. Section 3 recommends the certification framework with detailed curriculum and requirement as well as the institutions related to the framework. Section 4 describes the Training of Trainers (ToT) Programme, which was developed and provided by the OECD as essential deliverables of the project, so as to assist the Lithuanian government in advancing the preparation of the course to be required in the certification framework. Section 5 introduces the professionalisation strategy tools to disseminate knowledge and skills in order to reinforce the public procurement workforce by maximizing the synergy with the certification framework.

Box 1. OECD recommendations on the capacity development of procurement

The *OECD Recommendation of the Council on Public Procurement IX* recommends countries to develop a procurement workforce with the capacity to continually deliver value for money efficiently and effectively.

- 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^[4]).

Notes

¹ Some key points of these Directives consist of the followings: Facilitating SME participation in public contracts by cutting red tape; Improved safeguards against corruption; Promotion of the use of online procedures; More clarity on exclusion grounds and award criteria; Introduction, on a voluntary basis, of environmental, social and innovation goals in procurement procedures.

² This project consists of the two components: component 1 (improvement of public procurement workforce), and the component 2 (streamlining the existing R & D public procurement systems). This report focuses on the component 1 for the evaluation of training needs, definition of training priorities and the development of training programmes.

³ The interviews were carried out during two missions to Vilnius in March and April 2018. The OECD delegations had a meeting with various stakeholders: Ministry of the Economy and Innovation, Public Procurement Office, Centralised Procurement Organisation, Ministry of Environment, National Audit Office, Special Investigation Service, National Common Function Centre, central and local contracting authorities, suppliers.

1. Institutional framework for public procurement in Lithuania

It is indispensable to identify the institutional framework and main actors in the public procurement in order to plan the capacity building program of the procurement workforce. This section describes the key institutions of public procurement in Lithuania and their roles.

1.1. Main actors in Lithuania for the development and implementation of the capacity building program

Ministry of the Economy and Innovation:

The Ministry of the Economy and Innovation acts as the legislative and regulatory authority of public procurement in Lithuania. Its responsibilities include:

- Establishing public procurement policy in Lithuania
- Drafting laws and regulations related to public procurement

As already described in the introduction, the Ministry of the Economy and Innovation prepared the *Law on Public Procurement* and the *Law on Procurement Implemented by Contracting Entities Operating in the Water, Energy, Transport and Postal Services Sectors*, which transposed EU Directives 2014/24/EU and 2014/25/EU, respectively. These Laws came into force on July 1, 2017. In addition, the Ministry of the Economy and Innovation also adopted the *Guidance for Public Authorities on Public Procurement of Innovation*. However, the Ministry of the Economy and Innovation is not involved in the implementation or control of public procurement.

Public Procurement Office (PPO):

The Public Procurement Office (PPO) is an independent governmental agency which is in charge of the overall implementation of the public procurement policy set by the Ministry of the Economy and Innovation. PPO has its autonomy in its decision-making. The Director of PPO is recommended by the Prime Minister and appointed by the President of Lithuania. PPO prepares its annual activity report to be submitted to the Government and Parliament. The total number of PPO staff post is 94 plus the Director.¹ Its responsibilities include:

- Monitor public procurement procedures, prevent violations, and consider cases of administrative offenses through the Public Procurement Risk Evaluation System;
- Provide methodological assistance, training and consulting for the contracting authorities;
- Preparation and (or) adoption of implementing regulations;
- Collect statistics on public procurement;

- Submit proposals for the improvement of public procurement system;
- Manage the e-procurement platform, Central Public Procurement Information System (CPP IS).

PPO responsibilities include the control of public procurement. Upon the verification of violations of the *Law on Public Procurement*, the PPO has the right to oblige contracting authorities to cancel the public procurement procedures or annul the decisions made on the procedures. Upon the verification of possible corruption or violation of the competition law, PPO has the right to forward the case for further investigation to law enforcement institutions (Lithuanian Special Investigation Service / Competition Council).

PPO also functions as the primary body which provides training, consulting and methodological assistance related to public procurement in Lithuania. Currently, 18 PPO full-time employees act as trainers. Some of them act as trainers in their daily work, while others provide training sessions for a particular topic on the spot basis. Contracting authorities are the primary target of the PPO trainings due to legal requirements to provide training and methodological assistance to them. In 2017, PPO offered 42 training courses to train 2 607 employees at contracting authorities in 2017 (against the annual target of 1 500 people). All the trainings provided by PPO are free of charge. The content of the training courses will be decided upon the consideration of particular circumstances (e.g. regulation changes as in the case of 2017). For example, the content of the training courses offered in 2017 consist of the following:

- Calculation of the estimated value of public procurement (series of events);
- New public procurement legislation (series of events);
- Other courses conducted by requests from contracting authorities and concerning questions of their particular interest.

In addition to the trainings, PPO provides wide varieties of useful methodological assistance to such actors involved in the procurement process as contracting authorities and economic operators. PPO publishes various training materials online, such as guidelines, regularly updated news and FAQs as well as recommendations and good practices on public procurement. In addition to these training materials, the consultation service is available. In general, the answer through the consultation platform is obtained in 3-5 working days and at maximum in 20 working days in paper form. According to the PPO Annual Activity Report 2016, the consultation method by phone was replaced by writing. In 2016, approximately 5 000 consultation requests were received in the platform. 95% of the cases were replied within 3 working days, and the answer was provided on the same day for 33% of the consultations.

PPO has multiple tools to disseminate knowledge and training to procurement practitioners:

- PPO webpage
- Facebook account
- Consultation platform, active full 5 working days/week
- Open house events
- Informal visits to smaller CAs

Central Procurement Organisation (CPO)

Since 2013, the Central Procurement Organisation (CPO) is in charge of centralised procurement on behalf of contracting authorities at both central and subnational levels.² It administers the e-catalogue platform for its framework agreements which consist of 32 categories of services, goods, and works.

Box 1.1. Categories of framework agreements arranged by the CPO

The following is the categories of service, goods, and works which are available in the framework agreements of the CPO:

- Office supplies
- Stationery from social enterprises
- Computer and office equipment
- Mobile phones
- Printers and multifunction devices
- Rental and service of printing equipment
- Printer supplies
- Mobile communication services / Fixed communication services
- Cleaning services / Cleaning services from social enterprises
- Security service
- Rental and change of mats
- Translation services
- Postal and courier services
- Construction work without / with design
- Design and project maintenance services
- Examination of the construction project
- Technical maintenance of the construction
- Energy consumption audit service
- Labelling of projected land plots and preparation of cadastral data files
- Electric power
- Medicines
- Medical equipment (endoprosthesis) / Medical devices
- Simple laundry services / Simple laundry services from social enterprises
- Special laundry services (for healthcare and other special entities) / from social enterprises
- Fuel in tanks

Source: Information provided by the CPO.

Civil Service Department (CSD)

The Civil Service Department is in charge of coordinating the training programs for civil servants in Lithuania. In accordance with the Law on Civil Service, every training programme for civil servants of more than eight hours shall be approved by the Civil Service Department. The Department is also responsible for the implementation of the Strategy for Training of Civil Servants including the capacity building of civil servants. However, there is no objective customised for the civil servants involved in the area of public procurement.

Ministry of Environment

The Ministry of Environment is in charge of the implementation of green procurement policy. The *2014-2020 National Progress Programme* (Resolution No 1482, 28 November 2012) sets out the target to reach 50 percent of green public procurement by 2020 from all public contracts for goods, services and works, as long as environmental criteria are established for their purchase. The Minister of Environment has also adopted the *2016-2020 Measures Ensuring Implementation of Green Public Procurement* (Order No D1-840, 23 November 2015). These policy guidelines adopt the list of goods to which environment protection criteria must be applied.

Ministry of Energy and the Ministry for Transportation and Communication

The Ministry of Energy and the Ministry for Transportation and Communication is in charge of the implementation of energy consumption efficiency requirements

Competition Council

Competition Council is in charge of investigating the cases which violate the Law on Competition, such as bid-rigging and abuse of in-house contracts.

National Audit Office (NAO)

National Audit Office (NAO) is a supreme audit institution which is responsible for financial and performance audit. Its main goal is to ensure that public funds are utilized in a legal and effective manner. NAO published its survey report on the functioning of the PP system on May 4, 2018.

Special Investigation Service (SIS)

Special Investigation Service is the main law enforcement institution which investigates criminal activities in public procurement such as fraud or corruption. This institution contributes to increasing integrity in the public procurement area through conducting corruption risk analyses, and taking part in the development of the National Anti-Corruption Programme (including in the public procurement area). It has a broad mandate to carry out analytical anti-corruption intelligence and educate the public about corruption.

Chief Official Ethics Commission

Chief Official Ethics Commission supervises the implementation of the Law on the Adjustment of Public and Private Interests in the Civil Service. This commission is in charge of investigating civil servants including those involved in public procurement

process as well as preventing their corruption. It has adopted the *guideline on the determination of conflict of interests* (Order No KS-78, 28 June, 2017). This guideline is a methodological tool which helps contracting authorities to minimize the risk of conflict of interest in public procurement

Contracting Authorities (CA)

Contracting authorities (CA) are responsible for implementing public procurement procedures in accordance with the requirements of the Law on Public Procurement. There are approximately 4 000 CAs in the country. Approximately 8 percent of them are State authorities, approximately 13 percent are regional or local authorities and the rest are the bodies governed by public law.³ However, Lithuania does not have regularly-updated statistic system to identify the profile of public officers who work in the area of public procurement such as the number, professional years of experiences, backgrounds etc.

Notes

¹ It should be noted that the actual number of staff “in place” is approximately 70. This is due to 16 vacant posts (out of total 94 posts) and the absence of the staff on maternity leave.

² There is another central procurement bodies in Lithuania: Information Society Development Committee for centralized procurement of some IT related services

³ It should be noted that it is contracting authorities themselves that classify their types when they submit report. In other words, the classification is based upon the self-identification by contracting authorities.

2. Gap analysis (assessment of the challenges)

In this section, the current capacity of the public procurement workforce in Lithuania is assessed. The analysis is based not only on the statistics and data provided by the stakeholders including the Ministry of the Economy and Innovation, Public Procurement Office (PPO), National Audit Office (NAO), but also on the interviews with the contracting authorities and economic operators during the above mentioned OECD missions.

Box 2.1. Methodologies used to assess the capacity of public procurement workforce

The following methods were used in order to assess the challenges related to the capacity of the public procurement workforce in Lithuania:

- Questionnaire sent to the Ministry of the Economy and Innovation and the Public Procurement Office (PPO)
- Audit report of the National Audit Office on the functioning of public procurement system (May, 2018)
- PPO survey to the contracting authorities and suppliers (2016)
- Two OECD fact-finding missions to Vilnius (March & April, 2018)

During the fact-finding missions, the OECD had meetings with the Ministry of the Economy and Innovation, Public Procurement Office, Centralised Procurement Organisation, Ministry of Environment, Special Investigation Service, National Audit Office, and National Common Function Centre. In addition, approximately ten large and small contracting agencies and economic operators were interviewed to assess the training needs.

2.1. Overall assessment of the public procurement workforce in Lithuania

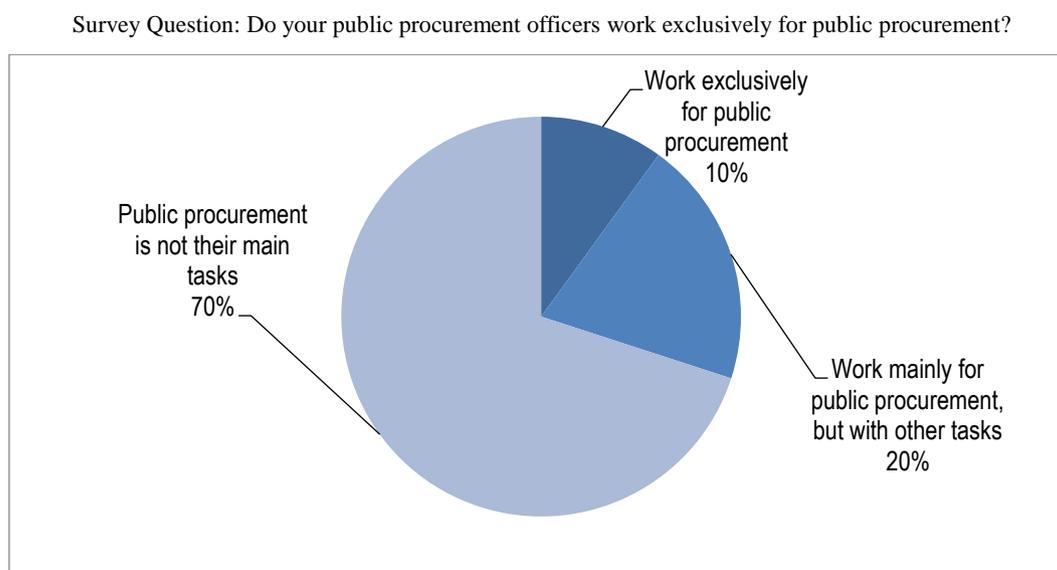
The overall public procurement performance of Lithuania was satisfactory compared with other EU countries according to the EU Single Market Scoreboard for 2016.¹ The weakness or unsatisfactory performance is only identified for two indicators concerning cooperative procurement and award criteria out of the total nine indicators. (European Commission, 2016^[8]). The EU Single Market Scoreboard for 2017, which is measured based upon the twelve indicators, identified the five weak indicators for Lithuania. They include the single bidder (proportion of contracts awarded where there was just a single bidder), SME contractors (percentage of SME contractors), and missing seller registration numbers, in addition to the two indicators already mentioned. (European Commission, 2017^[9]). In spite of the lower performance in 2017 compared with 2016, the overall public procurement performance of Lithuania could be still considered satisfactory

compared with other EU countries. Regardless of this relative good performance, however, the audit report of the National Audit Office (NAO) on the functioning of the public procurement system on May 2018² demonstrates that there is a cause for concern regarding the public procurement workforce in Lithuania. There is lack of public procurement specialists; capacity of public procurement officers; and a negative perception of public procurement as a professional task.

With regards to the availability of public procurement specialists, almost half of the contracting authorities (47%) consider that they do not have enough number of specialists.

The NAO survey also shows that professionalisation of the public procurement is still behind. Only 10% of the public officers in charge of the tasks related to public procurement work exclusively on public procurement, while the public procurement is not the main tasks for 70% of those responsible for the implementation of public procurement within contracting authorities.

Figure 2.1. Availability of full-time public procurement officers

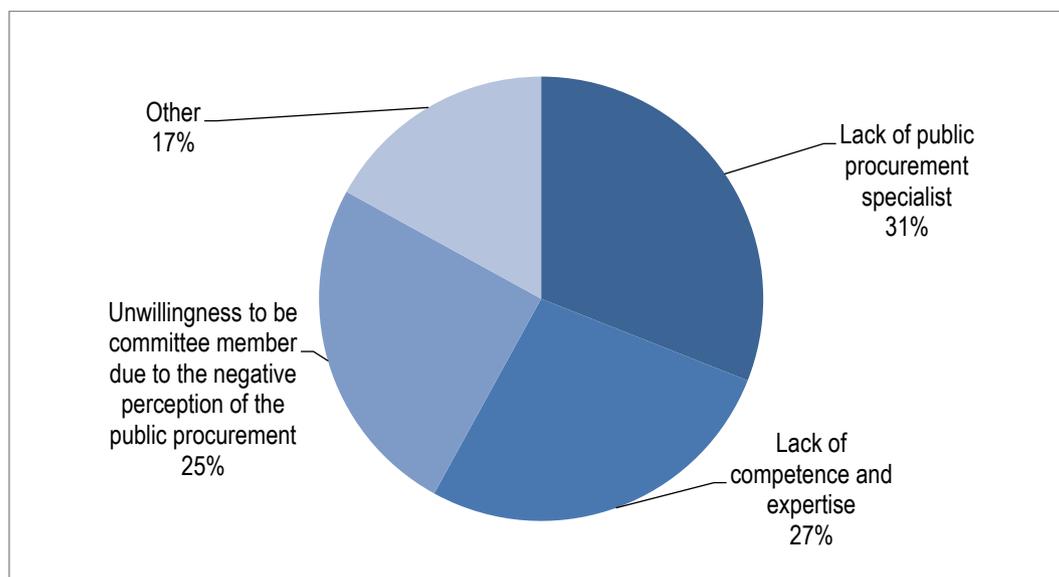


Source: (National Audit Office, 2018₍₁₀₎).

When it comes to the challenges in setting up the public procurement committees, contracting authorities identified: 1) lack of public procurement specialists (31%), 2) lack of their capacity (27%), and 3) unwillingness to become a committee member due to the negative perception of public procurement as a profession (25%), as the main three bottlenecks to establish the committees. The negative perception about public procurement implies the tendency that public procurement is considered an administrative task rather than a strategic or professional one.

Figure 2.2. Challenges faced by CAs to set up the public procurement committees

Survey question: What kinds of problem do you face in setting up the procurement committee within CA



Source: (National Audit Office, 2018_[10]).

2.2. Assessment of the challenges in specific topics

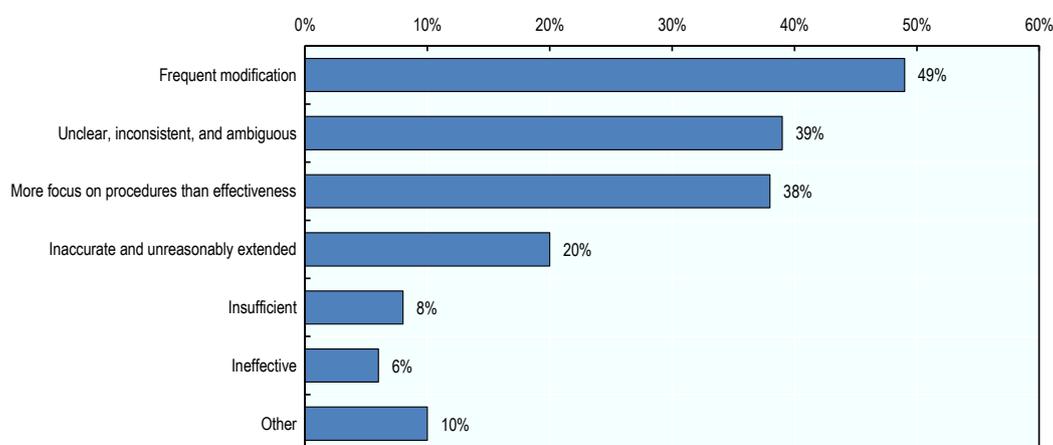
In the last section, the overall concern about the capacity of public procurement workforce was identified: lack of public procurement specialists, lack of capacity, and the negative perception about public procurement as a professional task. This section focuses on the assessment of the challenges in specific capacity/expertise of public procurement officers.

Legal framework

It is important for the public procurement officers to understand the legal and regulatory framework of public procurement in Lithuania in order to avoid making errors which lead to irregularities. Like in many other countries, according to the NAO audit report, the legal framework in Lithuania traditionally puts more emphasis on procedures than on the effectiveness. This tendency makes the public procurement less able to achieve effectiveness. Contracting authorities identify frequent modification (49%), unclear, inconsistent, and ambiguous legal framework (39%), and more focus on procedures (38%) as the three biggest bottlenecks related to the Law on Public Procurement. In fact, the Law on Public Procurement has been frequently modified with cumulative 49 versions adopted since 1996. During the period from December 2005 to September 2016, 74 out of 100 articles were modified, some of which experienced 5-10 modifications. Procurement officers had to pay much attention to the compliance with the procedures due to the emphasis of the legal framework. These characteristics combined with frequent modification, inconsistency in the legal framework of public procurement, and more focus on the procedures made it difficult for the procurement practitioners to implement the procurement procedure in an effective and efficient way.

Figure 2.3. Difficulty related to the Law on Public Procurement

Survey Question: Which problems are relevant to the Law on Public Procurement (multiple choices allowed)



Source: (National Audit Office, 2018_[10]).

The new Law on Public Procurement came into force on July 1, 2017, with the transposition of the EU Directives 2014/24/EU and 2014/25/EU, with the purpose of simplifying procurement procedures and increasing value for money. In these circumstances, it is more important for public procurement officers to have correct understanding and interpretation of the legal framework of public procurement.

In general, the Public Procurement Office offers several training courses and methodological assistance related to the legal framework of public procurement. The NAO audit points out that some PPO guidelines become outdated, because they were not timely updated when the legal environment was changed. Furthermore, sometimes they are insufficient, unclear, and ambiguous, because these guidelines focus mainly on the procedures: they reproduce the clauses of the Law on Public Procurement and lack examples of good practice. Lastly, not all the recommendations and other methodological documents have been developed after the new law came into force.

The guidelines for the legal framework would be more effective and useful with timely updates and more practical examples of good practices.

Public integrity

As known, public procurement is one of the government activities which is the most vulnerable to corruption. Lithuania maintains a relatively favourable level of public sector integrity in the world. It ranks 38th out of the 180 countries and territories according to the Corruption Perception Index (CPI) 2017 of the Transparency International. (Transparency International, 2018_[11]) The Worldwide Governance Indicators (WGI) 2016 of the World Bank ranks the country in the upper 73.08%³. (The World Bank, 2017_[12])

Regardless of this relatively favourable position of public sector integrity levels, however, Lithuania does not remain intact from possible corruption episodes in public procurement which will then carry risks for the business environment in the country.

According to the data of the Special Investigation Service, 36 corruption cases related to public procurement were identified during the 1st quarter of 2016-2018 1st quarter.

Corruption risks exist at all stages of public procurement. However, the most frequent cases are the following:

- Tender planning stage: Discriminatory qualification requirements and technical specifications favourable for a particular supplier
- Tender evaluation stage: Arbitrary evaluation which ignores the evaluation rules specified in tender documents during the tender evaluation
- Contract management stage: Selection of subcontractors in a non-transparent way, Contracts for additional works with the same supplier, etc.

There is no significant difference in the number of corruption cases identified at the central level compared to the local level: During the period 2016–2018 1st quarter, 18 cases at both of the central and local levels.

Table 2.1. Number of identified corruption cases related to public procurement

Year	Corruption cases identified	Related to public procurement	Cases identified at the central level	Cases identified at the local level
2016	57	13	6	7
2017	73	16	10	6
2018 1Q	20	7	2	5
Total	150	36	18	18

Source: Information provided by the Special Investigation Service.

The private sector has the same perception as shown in the number of identified corruption cases related to public procurement. They complain that the procurement process sometimes involves corruption and that there is a lack of transparent and open information on procurement processes. They have the perception that the contract is awarded to preferred companies of the government through discriminatory technical specifications/award criteria and tender evaluation. (GAN Business Anti-Corruption Portal, 2015_[13]) These cases are also recognised as common irregularities in Lithuania.

In addition, according to the Eurobarometer 2014 survey, 37% of companies in Lithuania reported that corruption had prevented their company from winning a public procurement contract; 48% perceived corruption as widespread in public procurement managed by national authorities, and 51% perceived corruption in procurement managed by regional or local authorities. (European Commission, 2015_[14])

In these circumstances, it is important to enhance the level of integrity among public procurement officers in order to reduce corruption and related irregularities in public procurement.

Challenges during the procurement process

Standard procedures of public procurement consist of the following three stages: (i) pre-tendering stage, (ii) tender stage, and (iii) contract management. Pre-tendering stage includes the specific procedures such as tender planning and preparation (market analysis, drafting technical specifications, setting award/selection criteria, preparing tender documents) and tender notice. The tendering phase is composed of the tender opening, tender evaluation, clarification / negotiation with the successful bidder, contract awarding,

signing of contract. Contract management includes the procedures such as the supervision of the progress, modification of the contract, regular reporting of progress, and payment.

The analysis was done in order to identify the challenges during the procurement process. The following figures show the common irregularities which were identified in Lithuania during the fact-finding mission and with the information provided by the Lithuanian authorities. The details will be described for each of the following categories of the topics: (i) Planning and Preparation (pre-tendering stage), (ii) Evaluation and Awarding (tender stage), and (iii) Contract Management.

Table 2.2. Type of common irregularities identified in Lithuania

No.	Procedures	Type of irregularity	Identified in Lithuania	
			Interview	NAO Audit (EU projects)
1	Contract notice and tender specification	Lack of publication of contract notice		X
2		Artificial splitting of works/services/supplies contracts	X	X
3		Non-compliance with time limits for receipt of tenders; or -time limits for receipt of requests to participate		
4		Insufficient time for potential tenderers/candidates to obtain tender documentation		
5		Lack of publication of (1) extended time limits for receipt of tenders; or (2) extended time limits for receipt of requests to participate		
6		Cases not justifying the use of the negotiated procedure with prior publication of a contract notice	X	
7		For the award of contracts in the field of defence and security falling under directive 2009/81/EC specifically, inadequate justification for the lack of publication of a contract notice		
8		Failure to state: - the selection criteria in the contract notice; and/or - the award criteria (and their weighting) in the contract notice or in the tender specifications		
9		Unlawful and/or discriminatory selection and/or award criteria laid down in the contract notice or tender documents	X	X
10		Selection criteria not related and proportionate to the subject-matter of the contract	X	
11		Discriminatory technical specifications	X	X
12		Insufficient definition of the subject matter of the contract		
13	Evaluation of tenders	Modification of selection criteria after opening of tenders, resulting in incorrect acceptance of tenderers		
14		Modification of selection criteria after opening of tenders, resulting in incorrect rejection of tenderers		
15		Evaluation of tenderers/candidates using unlawful selection or award criteria	X	X
16		Lack of transparency and/or equal treatment during evaluation	X	X
17	Modification of a tender during evaluation	X		
18	Negotiation during the award procedure			
19	Negotiated procedure with prior publication of a contract notice with substantial modification of the conditions set out in the contract notice or tender specifications TM			
20	Rejection of abnormally low tenders			
21	Conflict of interest			
22	Contract implementation	Substantial modification of the contract elements set out in the contract notice or tender specifications"	X	X
23		Reduction in the scope of the contract	X	X

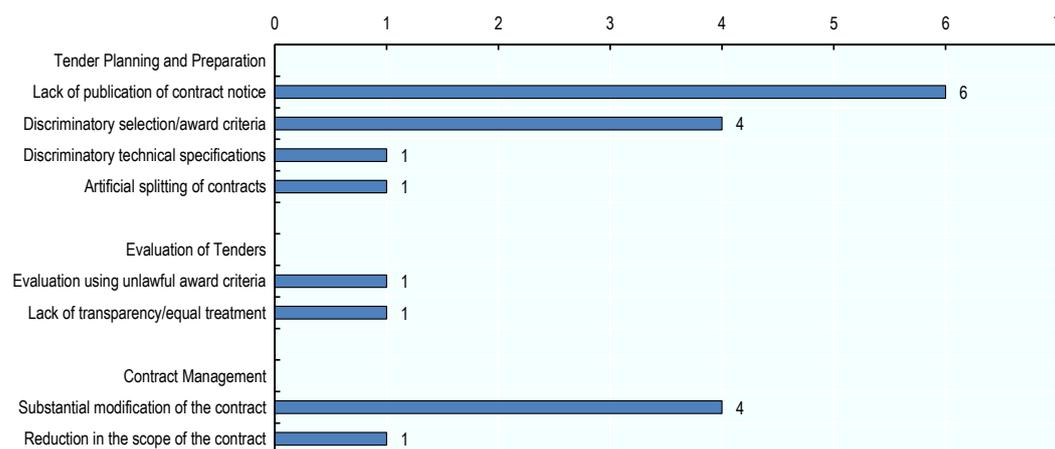
24	Award of additional works/services/supplies contracts (if such award constitutes a substantial modification of the original terms of the contract) without competition in cases of extreme urgency brought about by unforeseeable events; unforeseen circumstances for complementary works, services, supplies	X
25	Additional works or services exceeding the limit laid down in the relevant provisions	

Source: Created by the OECD in accordance with the format of Guidance on *Ex ante* Conditionalities for the European Structural and Investment Funds PART II (EC, 2014) with the information obtained from the interview with the stakeholders and the NAO audit report.

Planning and Preparation

According to many stakeholders met during the fact-finding mission, evidence also supported by statistics on irregularities, planning and preparation has been identified as the most challenging stage where many mistakes leading to irregularities occur. In fact, the irregularities at the tender planning and preparation stage accounted for 63% of the total irregularities, or 12 out of 19 irregularities, which were identified by the National Audit Office for the EU-funded projects during the period of 2013-2017. Lack of tender publication is the most common irregularity (6 irregularities) followed by discriminatory selection/award criteria and technical specifications (5 irregularities).

Figure 2.4. Irregularities of EU-funded projects identified by the NAO audit



Source: Created with the information available at (National Audit Office, 2018_[10]) (2013-2017).

During the fact-finding missions, stakeholders including the Ministry of the Economy and Innovation, the Public Procurement Office and approximately 10 contracting authorities identified the planning and preparation as the most complicated stage during the procurement cycle. In addition to this, they expressed huge concern about drafting technical specifications and setting award/selection criteria during this stage. Public procurement officers sometimes tend to replicate the technical specification of one specific product, due to the lack of capacity in drafting technical specifications and/or the preference to that product. These duplication cases are often identified by potential bidders, which harms their trust in contracting authorities. Some contracting authorities with limited capacity highly depend on external consultants to draft technical

specifications. This situation leads to additional administration cost without guarantee on the quality of their output.

With regards to selection/award criteria, the challenges were identified not only on setting up the criteria favourable to a specific company, but also on the preference of using the only price criteria to other elements of the most economically advantageous tender (MEAT) criteria such as the cost factor including life-cycle costing (LCC) and the best price-quality ratio (BPQR) criteria. This is because the only price criteria is easier to implement and evaluate, while the other MEAT elements including BPQR criteria are more complicated and might result in financial corrections when it is applied without decent analysis.

In these circumstances, it is indispensable to reinforce the capacity of the procurement workforce in drafting technical specifications and setting up award/selection criteria including the application of the BPQR criteria. This will contribute to a higher level of competition during the tender process without discriminatory selection.

Enhancing capacity in doing market analysis is also important, because this is the pre-requisite process to collect information for drafting technical specifications and setting up award/selection criteria: define the appropriate tender method, identify the availability of various products which meet the requirement of the buyers, and estimate the tender price.

Inadequate planning of public procurement leads to many problems during the following stages of tender evaluation and contract management. This stage is a top priority for building capacity of procurement practitioners.

Evaluation and Awarding

The evaluation stage also involves some common mistakes, although fewer irregularities are found compared with the tender planning and preparation stage: (1) lack of transparency and/or equal treatment during evaluation; (2) evaluation of tenderers/candidates using unlawful selection or award criteria, and (3) modification of a tender during evaluation.

These irregularities tend to be triggered by the preference of the buyer toward a specific product or company. Bidders are awarded contracts even though not complying with the award criteria set out in the tender documents, while those complying with them are disqualified. For example, necessary documents specified in the tender documents are not requested to all the bidders. Tender proposals are evaluated in an arbitrary way by setting ambiguous criteria, or even in a different way from the original award/selection criteria specified in the tender documents. Sometime, bidders with the buyer preference are allowed to modify their tender offer during the evaluation stage so that their proposals meet the original awarding criteria.

Contract management

Substantial modification of the contract is identified as the biggest challenge during the contract management stage. In fact, the irregularities arising from the contract amendments accounted for 26% of the total irregularities, or 5 out of 19 irregularities, which were identified by the National Audit Office for the EU-funded projects during the period of 2013-2017.

The modification of the contract includes contract conditions such as the contract amount, technical specifications, and the extension of the final delivery/completion date. It is

necessary to have a clear guidance not only on the conditions which allow the contract amendment but also on the procedures to be taken.

In addition, daily supervision of the progress through the regular reporting and meetings with contractors is also important. This will contribute to preventing unnecessary extension of the final delivery date which generates additional administrative and project costs.

Strategic procurement

The high relevance of public procurement for economic development, sustainable and inclusive growth, as evidenced by its large volume, make governments use public procurement to pursue other policy objectives, while accomplishing its primary goal to deliver goods and services in a timely, economical and efficient manner. Public procurement is increasingly used to pursue strategic goals to facilitate the support of the SMEs, environment policy, social enterprise, and innovation, amongst others.

Lithuania is not an exception to this global trend. The country has developed policies and strategies to promote strategic procurement in the following areas: SME, environment (green procurement), innovation, and social responsibility.

SME

The Law on Public Procurement stipulates the obligation to divide contracts into lots, so as to incentivise SMEs to participate in public procurement.⁴ If contracting authorities subdivide contracts into lots, they shall indicate, in the tender documents, whether tenders may be submitted for one, for several or for all of the lots. In addition, Article 28 of the Law on Public Procurement stipulates that contracting authorities are required to justify their decision not to subdivide an above threshold public contract into lots. It is important to enhance the capacity of public procurement officers in the lot divisions, because inappropriate lot division might just result in the increase in the tender price or in the discouragement in the participation itself.

The excessive requirement of financial capacity often sets an obstacle to the participation of SMEs in public procurement. Therefore, in addition to the division of contract into smaller lots, Article 47 of the Law on Public Procurement establishes the regulations on the requirements of financial capacity: the minimum requirement of turnover should not exceed twice the estimated contract value. Furthermore, Article 88 permits the direct payments to subcontractors.

The EU Single Market Scoreboard for 2017 has three indicators to measure the SME participation to public procurement: The percentage of SME contractors; the proportion of bids from smaller firms; and the proportion of tenders that have been divided into lots. Lithuania has the average performance on the proportion of SME bids (78%, 6th of the 31 countries) and the proportion of lot divisions (39%, 8th of the 31 countries). However, the percentage of SME contractors is identified as the weakness of Lithuania, which marks 28%, the third lowest percentage of the 31 countries. Lithuania will benefit from reinforcing the capacity related to the public procurement to promote SMEs.

Green procurement

The *2014-2020 National Progress Programme* (Resolution No 1482, 28 November 2012) sets the goal to reach 50% of green public procurement in 2020 from all public contracts for goods, services and works, for the purchase of which environmental criteria are

established. The *Minister of Environment has adopted the 2016-2020 Measures Ensuring Implementation of Green Public Procurement* (Order No D1-840, 23 November 2015).

As shown in the following table, however, the reality is far from this target. For example, green procurement accounted for 10.2% of the total procurement values and 3.7% of the total number of procurement procedures in 2016.

Table 2.3. Statistics on Green Procurement (2011-2016)

Year	Goal (%)	GPP carried out, total %		The % of GPP out of all PPs (compulsory)		The % of GPP out of all PPs (recommended)	
		Numbers	Value	Number	Value	Number	Value
2010	20	11.2	23.9	23.4	28.0	8.4	23.0
2011	25	15.0	40.6	28.5	58.3	10.4	33.4
2012	25	16.3	34.2	28.5	44.8	11.7	30.4
2013	25	14.6	26.8	27.3	56.3	10.8	20.1
2014	30	11.8	21.2	21.1	37.3	9.1	16.7
2015	35	7.6	27.7	17.9	49.3	3.9	16.5
2016	40	8.3	13.3	*	*	*	*
2017	45	-	-				

Note: *Starting in 2016, all the contracting authorities must apply green criteria for the procurement of products for which the green criteria is applicable. Prior to 2016, it was compulsory only for the state level public authorities to reach a pre-set green procurement percentage, while it was recommended for other contracting authorities (municipalities and institutions under their subordination).

Source: Information provided by the Ministry of Environment.

During the fact-finding mission, some contracting authorities expressed their doubts about green procurement, because procuring the goods through green procurement criteria led to the increase in the price. It is important to reinforce the capacity in setting the green criteria and deciding the scenario where green procurement is effective and efficient in achieving both of economic and environmental purpose.

Innovation

The *2014–2020 Lithuanian Innovation Development Program* (Resolution No 1281, 18 December 2013) sets the goal to reach 5% of innovative public procurement as a percentage of total public procurement in 2020. As shown in the following table, however, the current situation is below this target. For example, innovative procurement accounted for 0.04% of the total procurement values and 0.0017% of the total number of procurement procedures in 2016. Innovative procurement is relatively new in Lithuania. Therefore, public procurement officers regard it as a complicated scheme, and tend to be inclined to a traditional procurement to achieve primary goals which is a less risky way to acquire products or services.

Table 2.4. Statistics on Innovative Procurement (2016)

Period	Number of IP	Number of PP	Value of IP, Million EUR	Total value of PP	Value of IP to Total value of PP
Procurement above the threshold and Simplified procurement (except low value)					
1Q	1	1 582	0.3	609.3	0.05%
2Q	5	2 179	1.4	907.0	0.15%
3Q	3	2 402	0.1	1 769.3	0.01%
4Q	0	2 503	0.0	775.2	0.00%
Low value procurement					
2016	5	800 872	0.04	859.5	0.00%
Total	14	809 538	1.8	4 920.3	0.04%

Source: Information provided by the Ministry of the Economy and Innovation.

Socially responsible public procurement (SRPP)

The new Law on Public Procurement established a new principle on public procurement which requires contracting authorities to take appropriate measures to ensure that economic operators comply with applicable obligations in the fields of environmental, social and labour law established by union law, national law, collective agreements or by the international environmental, social and labour law provisions.

Article 46 of the Law on Public Procurement stipulates that contracting authorities have to prevent any economic operators which fall into any of the following situations from participation in a procurement procedure:

- violate applicable obligations in the fields of social and labour laws;
- being guilty of grave professional misconduct, including violations of the laws on employees health and safety

In addition, Article 23 required contracting authorities to reserve no less than 2% of their budget for social undertakings. During the fact-finding mission, some contracting authorities manifested their concern that the procurement from social enterprises hikes the tender price, because the number of social enterprises is very limited in the country. In 2016, contracting authorities reserved 1.4% of below threshold public procurement to social undertakings which amounts to 21.1 million EUR.

Overall, there are challenges when public procurement officers intend to include any secondary policy objectives in procurement processes. The lack of knowledge and motivation could be listed as the main challenges to include secondary policy objectives in procurement process.

2.3. Availability of training courses and materials

The capacity building system for procurement practitioners has been improving in Lithuanian in recent years based on the efforts done by PPO, in conjunction with other relevant players like the Ministry of the Economy and Innovation or the CPO. In addition, there are various institutions, especially private players, which provide training courses. Nevertheless, currently there is no institutionalised certification framework for public procurement officers in place in Lithuania.

As discussed in the section 1, PPO functions as the primary body for training and methodological assistance related to public procurement in Lithuania. Contracting authorities are the primary target of the PPO trainings due to the legal requirement in LPP.

In 2017, PPO offered 42 training courses to train 2 607 employees at contracting authorities in 2017 (against the annual target of 1 500 people). All the trainings provided by PPO are free of charge. Participants are not evaluated after the training course.

Table 2.5. The number of PPO training courses and participants

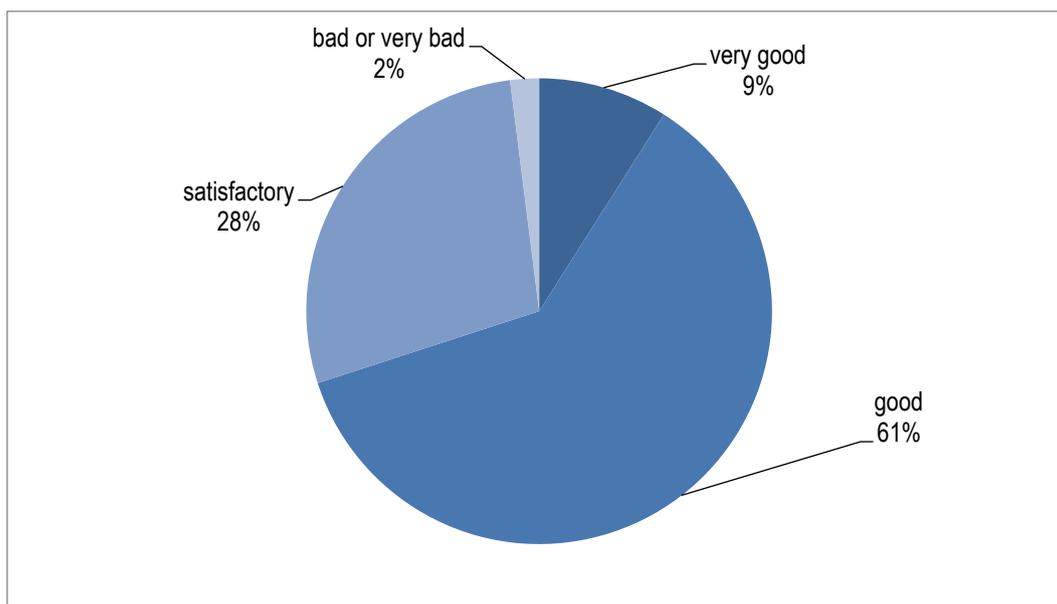
PPO Training	2016	2017
Number of Training Courses	30	42
Number of Participants	1 931	2 607

Source: Information provided by the PPO.

The content of training courses is decided upon the consideration of particular circumstances (e.g. regulation changes as in the case of 2017) For example, the content of the training courses offered in 2017 consist of the following:

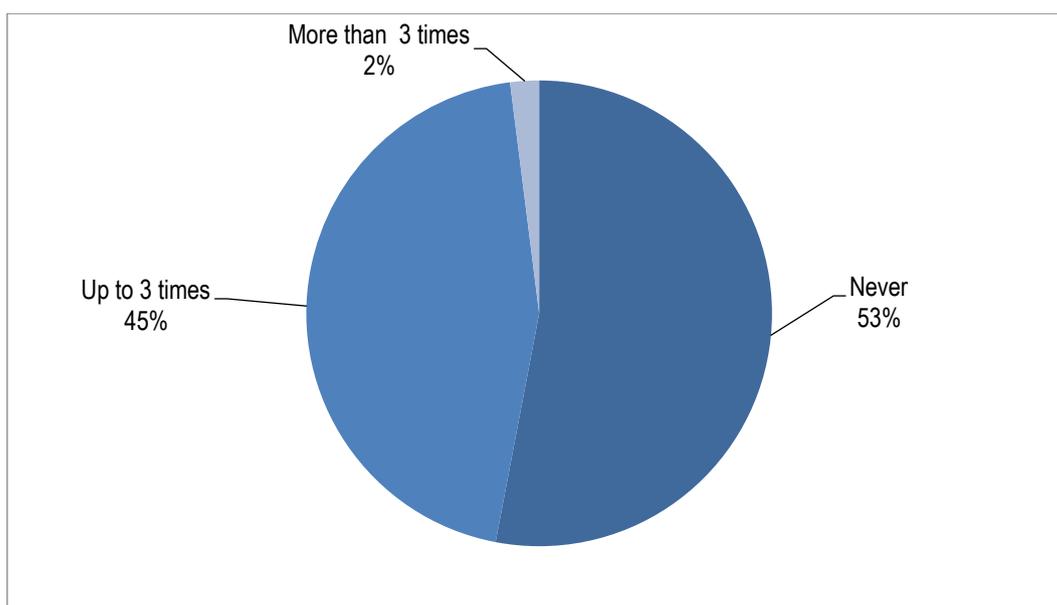
- Calculation of the estimated value of public procurement (series of events)
- New public procurement legislation (series of events)
- Other courses conducted by requests from contracting authorities and concerning questions of their particular interest.

PPO trainers also visit small municipalities in Lithuania to provide on-demand workshops on topics such as low value procurement, selection criteria, the use of European Single Procurement Document (ESPD), public integrity, etc. According to a survey carried out by the National Audit Office, the overall quality of PPO training courses is considered high by practitioners: 98% of them rate it as “very good”, “good”, or “satisfactory”, while only 2% expressed “bad” or “very bad”.

Figure 2.5. Evaluation of PPO training quality by CAs

Source: (National Audit Office, 2018_[10]).

However, the same NAO survey demonstrates some challenges. First, the number of trainings offered by the PPO is considered insufficient by 67% of the contracting authorities. Second, the attendance by the public procurement officers is low. More than half (53%) of contracting authorities answered that their procurement officers had never attended PPO trainings.

Figure 2.6. Attendance of public procurement officers in PPO trainings

Source: (National Audit Office, 2018_[10]).

Finally, some concerns were identified on the content of the training courses. During the fact-finding missions, the contracting authorities said that the PPO training courses focused too much on theory and not enough on practice. They also shared their impression that most of the PPO trainings are related to the legislative framework with less availability of the trainings on high-demand topics such as technical specifications and award/selection criteria.

Therefore, it is worth considering the possibility of not only increasing the number of trainings but also emphasizing the practical exercise for topics such as technical specification and award criteria.

2.4. Implementing tools (manuals, template, consultation etc)

In addition to the provision of trainings, PPO offers wide varieties of useful methodological assistance to such actors involved in the procurement process as contracting authorities and economic operators. In addition to these training materials, the consultation service is also available. In this section, methodological assistance of PPO is reviewed.

Training materials (guidelines etc)

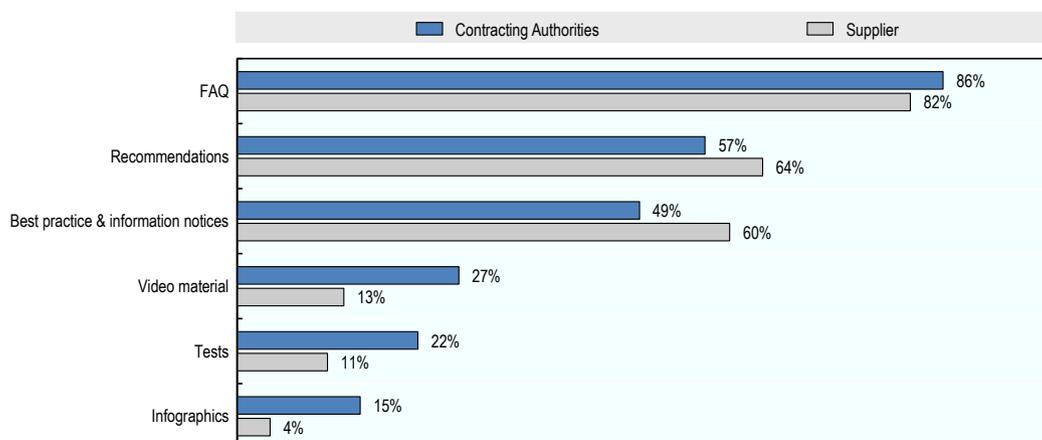
PPO publishes various training materials online, such as guidelines, regularly updated news and FAQs as well as recommendations and good practices on public procurement. For example, these materials cover wide ranges of topics such as:

- Guidelines on the New Public Procurement Law 2017
- Market consultations
- Tender evaluation including MEAT criteria
- Integrity in public procurement
- E-Procurement
- Strategic procurement (SMEs and social enterprises)

In 2016, PPO carried out a survey of 512 contracting authorities and suppliers in order to find out: (1) their opinion the public procurement system, and (2) where PPO should invest in order to improve services. This survey shows that the FAQs, recommendations, and best practices are identified as the three most useful materials for both of contracting authorities and suppliers.

Figure 2.7. Types of useful PPO training materials

Survey Question: What kinds of published training materials are useful? (multiple answers allowed)



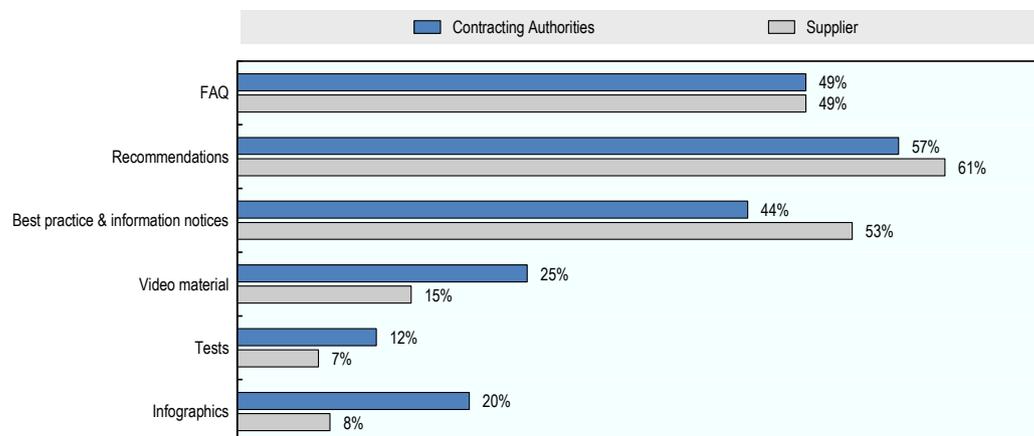
Note: 480 contracting authorities and 627 suppliers answered to this question.

Source: (Public Procurement Office, 2016^[15]).

The same survey demonstrates that both contracting authorities and suppliers request for further improvement on a three types of training materials, which implies not only the usefulness of these materials but also more to be desired.

Figure 2.8. Types of PPO training materials

Survey Question: What kind of material should be improved further? (multiple answers allowed)



Note: 480 contracting authorities and 627 suppliers answered to this question.

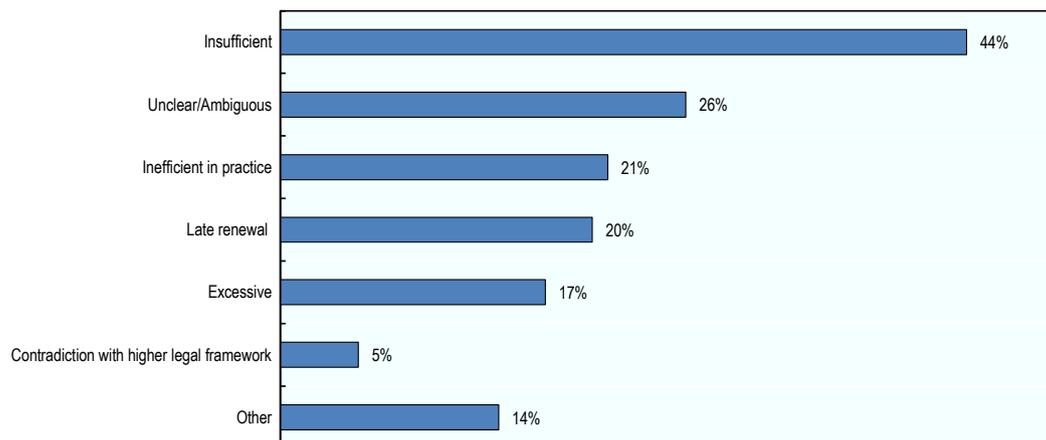
Source: (Public Procurement Office, 2016^[16]).

On the other hand, the NAO survey takes issue with the quality of these methodological tools. The NAO audit points out that some PPO guidelines become outdated, because they are not updated when the legal environment changes. Furthermore, they are insufficient, unclear, and ambiguous, because these guidelines focus on the procedures: they reproduce the clauses of the Law on Public Procurement and lack examples of good practices. Lastly, not all the recommendations and other methodological documents have

been developed after the new law came into force. These issues are also expressed during the interviews with contracting authorities.

Figure 2.9. Challenges on PPO training materials

Survey Question: Which issues are relevant to PPO training materials? (multiple answers allowed)



Note: 1 134 contracting authorities answered to this question.

Source: (National Audit Office, 2018^[10]).

Standardised templates

Standardised templates are ready-to-use templates which contracting authorities can use, i.e. tender notice and tender documents. The advantage of these templates is to help contracting authorities save time and avoid potential errors. They also contribute to assuring the quality of the procurement procedures and decreasing the administrative burdens of economic operators who prepare the bid proposals. However, standardised templates are not a common practice in many European countries yet. (European Commission and PWC, 2016^[5])

In Lithuania, the PPO offers the following standardised templates:

- Tender notice
- Tender documents for low value procurement (those for the open procedure and negotiated procedure are under preparation)
- Exemplary form for bid opening
- Reports of procedures and annual procurement to PPO

However, Lithuania will benefit more from preparing other types of standardised templates such as tender evaluation sheet (selection criteria and award criteria), contract documents, and progress report of the project for internal control purpose. These templates will contribute to more efficiency and less potential irregularities of contracting authorities.

Consultation through help desk

Help desk is a contact point centre to assist contracting authorities and/or economic operators in clarifying the inquiries related to public procurement. Similar to what can be

found in other European countries, PPO set up the help desk in order to provide responses and consultation to contracting authorities and suppliers.

In general, the answer through the consultation platform is obtained in 3-5 working days and at maximum in 20 working days in paper form. Within a few months of establishment in 2016, approximately 5 000 consultation requests were received by the platform. 95% of the cases were replied within 3 working days, and the answer was provided on the same day for 33% of the consultations. In 2016, PPO carried out a survey of end users to check their satisfaction level from the viewpoint of clarity, speed, and professionalism of the answers. The survey result shows that the average satisfactory point in 2017 was 6.7 out of 10, which was slightly lower than the objective which was 7.0. This is considered to be attributable to traditional lower score in the category of speed, because most contracting authorities and suppliers need an instant answer while it is difficult to be achieved due to limited human resources. This result might be also related to the change of the consultation method: the consultation method by phone was replaced by the consultation platform by writing.

Regardless of this change of the consultation method and high volume of questions received (2 000 requests / month on average), however, PPO still maintains the speed of answer: 33% of the requests are answered within 1 hour, 17% in 1-8 hours, 11% (8-24 hours), and the rest 39% in more than 24 hours.

The survey result also demonstrates that there is room for improving the responses. Approximately 15% of contracting authorities and suppliers have received different answers to the same questions at least once.

Figure 2.10. Discrepancies of answers for the same question

Survey Question: Have you ever received different answers for the same question to the PPO?



Source: (Public Procurement Office, 2016^[15]).

This is the main reason why PPO changed the consultation method from phone into writing, in order to assure the consistency on the content of the answers.

Notes

¹ The Scoreboard measures the performance of public procurement by showing how EU countries are performing on indicators of public procurement. Until 2016, there were nine indicators: (1) one bidder; (2) no calls for bids; (3) publication rate; (4) cooperative procurement; (5) award criteria; (6) decision speed; (7) missing values; (8) missing calls for bids; and (9) missing registration numbers. In 2017, the performance was measured based upon the twelve indicators with the addition of three indicators related to SMEs development were added: (1) one bidder; (2) no calls for bids; (3) publication rate; (4) cooperative procurement; (5) award criteria; (6) decision speed; (7) SME contractors; (8) SME bids; (9) procedures divided into lots; (10) missing calls for bids; (11) missing seller registration numbers; and (12) missing buyer registration number

² The survey questionnaire was sent to 3 894 contracting authorities, which carried out at least 1 public procurement in 2016. The survey period was from June 30 to July 17 in 2017. The objectives of the survey are to find out: (1) the problems that contracting authorities face in the public procurement area; (2) whether contracting authorities have enough competence and expertise in the public procurement area; (3) whether the legal framework is clear and understandable; and (4) how much the cost to implement public procurement is.

³ Percentile rank among all countries. It ranges from 0 (lowest) to 100 (highest), and the higher percentage implies the relatively higher level of public sector integrity in the world.

⁴ This obligation applies only for the above the threshold procurements. In the case of below the threshold procurements and procurements of social and other special services (LPP, annex 2), contracting authorities are not obliged, but are allowed to divide contract into lots.

3. Certification framework

Establishing a certification framework (CF) is critical to promote the professionalisation of the public procurement workforce, because it contributes to certifying the competences acquired through trainings. Currently, Lithuania does not have a certification framework that sets out the skills and competences, specific training programmes to be completed, and career system for the public procurement practitioners.

This section proposes a way forward by introducing a certification framework and its implementation strategy, built upon the assessment of challenges carried out in the previous sections and the best international practices of this field.

As explained below and considering the institutional arrangements for public procurement in Lithuania, the OECD considers that the PPO should be in charge of managing and implementing the certification framework.

3.1. Certificate level and curriculum

The certification framework should be aligned to the levels of capacities and expertise. Having consulted with the Lithuanian authorities, the proposed framework incorporates two levels: Basic and Advanced.

Table 3.1. Overview of certificate levels

Level	Basic	Advanced
Competency	Being able to implement basic and standard tasks of whole the procurement procedures	Being able to implement complex procurement procedures Being able to provide colleagues with advice on every aspect of public procurement Being able to propose issues to be improved in their daily work
Course Requirements	Completion of 42-hour courses	Completion of 18-hour courses
Examination	Multiple choice questions	Multiple choice questions and open questions
Validity of Certificates	3 years	3 years

Setup of the certification framework

The structure of the certification framework (see annex A) is to make clear what are the subjects to be addressed; the topic that should be taught in a training session for that particular subject; the objectives of attending the training of that particular subject; what are the expected outcome of attending a training of a particular subject, i.e. what are some of the skills and competencies participants should acquire by attending the training. In addition to this, the target audience is suggested in the proposed certification framework, along with the duration needed to train a particular subject. Not all subjects include two levels and some subjects are only on an advance level. The setup of the framework in this ways is to guide the development of the training material for each subject and therefore

ensure that a certain standard is met. The topics identified along with the programme aim in the framework state clearly what needs to be addressed for each subject.

Basic

This level is accredited to public procurement practitioners who demonstrate the capacity and expertise to implement the basic and standard tasks of whole the procurement procedures. The programme proposed by the OECD requires candidates to complete the basic course in total 42 hours, and then pass the final qualification exam.

The courses vary in length and scope, with more subjects being covered in the basic course. However, it is also possible to move courses from one level to the other therefore changing its duration. The proposed length of the basic course is a full 5 days' workshop.

Advanced

This level is accredited to public procurement practitioners who demonstrate the detailed capacity and expertise enough to implement the complex procurement tasks. In addition to the capacity and expertise required in the *Basic* level, successful candidates for the *Advanced* level should be equipped with advanced knowledge, in particular, in the technical specifications, award criteria, contract management and strategic procurements, as well as various schemes of purchase such as the dynamic purchasing system. They are also capable of providing guidance and advice to others on every aspect of public procurement as well as proposing issues to be improved in their daily work.

The programme that the OECD is suggesting requires candidates to complete the advance course in total of 18 hours, and then pass the final qualification exam. To receive an *Advance certification*, participants need to complete the total 18-hour courses and then pass the final qualification exam.

At the same time, it is important to notice that practitioners should have completed the basic course to be eligible to take the advance procurement course. Whether there should be any entrance limitation to take part in the advance course other than having done the basic course is something that the Lithuanian authorities will need to decide on. Such limitations could be the current assignment as a public procurement practitioner, X years of experience as a procurement practitioners etc.

Box 3.1. Certification frameworks in Croatia and Scotland

There is a rather diverse approach to professionalisation or capacity building of procurement practitioners in Europe: from coordinated training plans, professionalisation strategies, competency framework to certification framework which are, however, not that common. Below is a short description of two certification frameworks but there are also known institutes that are offering to certify procurement practitioners, such as the Chartered Institute of Procurement & Supply (CIPS).

Croatia

Croatia has a comprehensive training system for public procurement officers. The Directorate for the Public Procurement System (DPPS) within the Ministry of the Economy and Innovation, Entrepreneurship and Crafts (MOEEC) is in charge of implementing the public procurement policy through the following mechanism:

- Development, improvement and coordination of the entire public procurement system; proposals, preparation and coordination of the development of draft proposals of laws and other regulations on PP
- Operating a help desk and hotline
- Publishing opinions and most frequent errors
- Ensuring trainings in the field of the public procurement

DPPS launched a nation-wide certification scheme for public procurement officers in order to address the challenges in their limited capacity. In order to obtain a certificate, the participants in the certification programme must pass a test after taking 52-hour courses on public procurement. However, completing 52-hour courses is not prerequisite to take an exam. The participant needs to have 70% of the 50 questions right in order to pass the exam; the pass rate is about 75%. The certificate is valid for three years, after which 32-hour program must be completed for the renewal. The main certification costs EUR 500, while the renewal course costs EUR 150. The certificate has been issued to more than 5 000 people.

Scotland

The procurement competency framework in Scotland identifies the skills and competency levels required by all staff involved in the procurement process. It helps procurement practitioners take ownership of their personal development through a skills assessment, identifying training and development needs and supporting career planning. Each competency has a number of skills listed with the description that identifies the level of competency: Level 1 (Foundation/Awareness), Level 2 (Developing/Working knowledge), Level 3 (Practitioner), Level 4 (Expert), Level 5 (Master/Leader). The framework was updated in 2016 to reflect the changing Scottish procurement context and be aligned with CIPS Global Standards.

Figure 3.1. Procurement competency framework in Scotland

Procurement Competency Framework (aligned to Government Purpose & CIPS Global Standards)					
Infrastructure Foundations (Why)	Process (How)			Performance (What)	People (Who)
	Planning	Implementation	Delivery		
	Pre-market engagement	Tender	Post contract		
	<ul style="list-style-type: none"> Corporate Strategy Procurement Strategy and Policy Legislation Governance and Compliance Technology Standards & Conduct 	<ul style="list-style-type: none"> Commodity, Supplier & SC Profiling Spend Analysis Market & SC Analysis Specification development Building tender documents 	<ul style="list-style-type: none"> Contract Law & T's & C's EU and Regulated Tender Process Tender Evaluation Award & Debrief Negotiation Alternative routes to market 		
Early Engagement & role of intelligent client (drives better outcomes)	Commercial and Financial Awareness Commercial competence and business acumen; Commercial models; Business case development; Financial Management; Budgeting				
	Planning and Risk Management Project and Programme Management (PPM); Risk Management				
	Sustainability and Innovation Sustainable Procurement				

Source: (Scottish Government, 2016_[17]).

The certification framework that the OECD is proposing takes into account the structure, content and management of certification frameworks in other countries, adding to the vision of the Lithuanian authorities and the results of the gap analysis. The result of the OECD analysis can be seen in the following table, where course subjects are identified along with the duration estimated for each course subject.

Table 3.2. Course requirements for each certificate level

Course	Duration (hours)		
	Basic	Advanced	TOTAL
Public Procurement Law	2		2
Introduction to Public Procurement	3		3
Market Analysis	3		3
Calculation of Estimated Procurement Value	3		3
Selection criteria (Pre-qualification criteria)	2	1	3
Technical Specification	2.5	2.5	5
Award Criteria	2.5	3	5.5
Tender Evaluation & Contract Awarding	2		2
Contract Management	4		4
<i>Ex ante</i> & Post Control	2		2
Integrity in Public Procurement Conflict of Interest	3.5		3.5
E-Procurement	2	1	3
Centralised Procurement	2	2	4
Introduction to Strategic Procurement	2		2
Strategic Public Procurement / Green Public Procurement	2.5	1.5	4
Strategic Public Procurement / SMEs	2.5		2.5
Strategic Public Procurement / Innovation		3	3
Socially Responsible Public Procurement		2.5	2.5
Negotiation methods and tactics	1.5	1.5	3
TOTAL	42	18	60

Candidates are required to take 42-hour courses to obtain the certificate of the Basic level. The Basic level training course includes a wide range of important topics necessary for the implementation of basic procurement tasks in daily work. Most topics are covered at the Basic level to equip the successful participants with the skills to implement a procurement procedure in an independent manner.

At the Advanced level, the participants are required to complete an additional 18-hour training courses. The training subjects at the Advanced level are composed not only of the new themes which were not covered in the Basic level but also of topics which were covered at the Basic level but are more advanced in terms of content. These are Technical Specifications, Award Criteria, E-Procurement, Centralised Procurement, and Green Public Procurement. The additional new advance topics include Selection Criteria and Strategic Procurements (Innovation, and socially responsible procurement).

The certification framework includes the details of each training subject such as the content, objective, learning outcomes. All the participants of the training courses are required to take an exam at the end of a training course to receive a certification. The certification exam for the Basic level should consist of no more than 5 multiple-choice questions for each subject. The certification exam for the Advanced level should also consist of no more than 5 multiple-choice questions for each subject, in addition to 3-5 open ended questions. Those who pass the exam should receive an acknowledgement from the PPO stating that they have passed the exam. Based on other countries experience, such as Croatia, the pass threshold should be quite, or at least 2/3 of the questions answered correctly.

Certificate renewal is critical to maintain the quality of the certified procurement practitioners. However, it should not be a requirement in order not to harm the daily

workload of public procurement practitioners. The validity of the certification should be no longer than three years. One option is to complete the examination for renewal, and only those who did not pass it are required to take some courses. Another option is that certified practitioners who would like to renew their certificate should complete at minimum 15-hour accredited courses. The course would focus on any recent updates of the legal framework and procedures taking place since attending the original course. Furthermore, an option here would be to offer several 15-hours complementary courses focusing on different themes, allowing therefore more options for participants to choose a course based on their need preference.

Box 3.2. 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 provide the following courses for procurement certification and specific topics in 2018:

- 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
- Contracting & Management of Individual Contractors
- Logistics & INCOTERMS 2010
- Effective Programme and Procurement Teamwork
- Sustainable Public Procurement
- Anti-Corruption and Ethics in Procurement
- Public Procurement Change Agents Programme

UNDP procurement certification courses are also accredited by the Chartered Institute of Procurement and Supply (CIPS).

Source: (UNDP, 2018^[18])(accessed on June 4, 2018).

3.2. Institution of the framework

Ownership of the framework

The Public Procurement Office (PPO) is considered as an ideal owner of the Certification Framework due to its following established positions:

- The primary body to implement the overall public procurement policy set by the Ministry of the Economy and Innovation
- The primary provider of training and methodological assistance related to public procurement in Lithuania.

Committee of the framework

Although the PPO should be primarily responsible for administrating the Certification Framework, setting up an inter-governmental committee is a key element for the successful design and implementation of the Certification Framework.

The Working Group should be composed of at least the following stakeholders:

- Public Procurement Office (PPO)
- Ministry of the Economy and Innovation
- Central Procurement Organisation (CPO)
- Civil Service Department
- Selected contracting authorities (large & small / central & local)

Training providers

PPO:

PPO is the primary body in Lithuania for providing training and methodological assistance related to public procurement in Lithuania. Currently, 18 PPO full-time employees act as trainers. Some of them act as trainers in their daily work, while others provide training sessions for a particular topic on the spot basis. In 2017, PPO offered 42 training courses to train 2 607 employees at contracting authorities in 2017 (against the annual target of 1 500 people). The content of the training courses are decided upon the consideration of particular circumstances (e.g. new public procurement legislation, calculation of the estimated value of public procurement in 2017).

Considering these rich experiences of the PPO as a training provider of public procurement, it will be ideal to have PPO in charge of administering the exams and issuing the certificates. With over 4 000 contracting authorities in the country, the task of certifying procurement practitioners is a great challenge if the task would be solely up to the PPO due to its limited capacity. As part of this project, additional 29 trainers were trained to expand the pool of trainers available publicly to provide the Basic and Advance training. In Croatia, the training is mainly carried out by private entities while the supervision of the exam and certification process is the responsibility of the public entity. In other words, the content of the training courses and materials is not regulated by the public authority. This Croatian model would be an option for Lithuania but would still require the PPO to set a standard or a certification process in place for those private entities allowed to administer the course, i.e. experience of staff with procurement etc.

Furthermore, the level of the training material could become an issue if private entities get involved in the provision of trainings. Even in that case, the PPO should be actively engaged in controlling the quality of the courses to ensure that the content is updated and relevant. The PPO could either make the training material public and that would at least ensure the standard of the training material and keep the cost of private training courses to a minimum.

Governmental institutions:

Public procurement is not only a task which requires wide ranges of skills but also a policy area which interacts with many other policy issues. Therefore, other governmental agencies will be able to provide higher quality of the course for specific topics. For example, the Ministry of Environment will be an ideal actor to do training on certain subjects, such as green procurement. The subject of centralised procurement could be provided by the Centralised Procurement Organisation (CPO). Agencies which deal with public works and supply will be more suitable for offering the advanced level course of the technical specifications.

Private sector

There are currently 180 training providers for civil servants in Lithuania approved and registered by the Civil Service Department, 51 companies of which deliver training programmes on public procurement topics. The collaboration with private training providers will alleviate the workload of the PPO. During the interviews with contracting authorities, however, some officers who participated in the trainings by private companies expressed that they are sometimes not updated in accordance with the latest legal and regulatory frameworks, and/or are based upon the particular opinion of trainers who are contradictory with the correct interpretation. As previously mentioned, in case the private entities carry out the training defined in the certification curriculum, the PPO should approve the quality of the course, and regularly review and update the content of the training material to ensure that the content is reliable and update.

Academic institutions

Close collaboration with universities such as the School for Public Administration is also an option with the long-term vision of establishing degree program or a knowledge centre of public procurement to promote better procurement-related expertise and further develop the professionalisation. This theme will be discussed in details in the section of professionalisation strategy.

3.3. Development of training materials

The development of training material, covering 42 hours for the basic course and 18 hours for the advance course, is part of the key outputs of this project. The Certification framework consists of 19 modules, 17 to be taught as part of the basic course and 9 as part of the Advance course. Seven subjects have training material for both of basic and advance levels. The OECD developed training material for 9 modules or 12 subjects based on the needs identified by the Lithuanian authorities and the gap analysis. In total OECD has developed material covering 31 hours, 18.5 hours for the basic course and 12.5 hours for the advance course. This amounts to approximately half of all the training material needed for both courses.

Depending on how the certification framework will be implemented, the options for the development of the remaining material consist of; a) PPO developing part of it, b) PPO

developing all of it, c) private entities developing part of it, d) private entities developing all of it. Ideally, the last option should not be considered as that would increase the risk of training materials which does not meet the necessary standards. If PPO develops all the training materials (part of which has already been developed) for the remaining courses a decision will need to be made to what extent that will be made, for the purpose of allowing private entities to carry out the courses.

Table 3.3. Training materials developed by the OECD

Course	Duration (hours)		
	Basic	Advanced	TOTAL
Market Analysis	3		3
Technical Specification	2.5	2.5	5
Award Criteria	2.5	3.0	5.5
Integrity in Public Procurement & Conflict of Interest	3.5		3.5
Introduction to Strategic Procurement	2		2
Strategic Public Procurement / Green Public Procurement	2.5	1.5	4
Strategic Public Procurement / SMEs	2.5		2.5
Strategic Public Procurement / Innovation		3	3
Socially responsible public procurement		2.5	2.5
TOTAL	18.5	12.5	31

3.4. Administering the training

Another key component of this project is the training of trainer's workshop which was carried out on November 5th-9th with material developed by the OECD. Certain subjects will not be covered in that workshop. The purpose of the training of trainers workshop is to: a) educate the trainers, b) familiarise the trainers with the new material, c) give them an opportunity to train others with the use of the pilot workshops. To carry out the Basic course will take approximately 4 ½ to 5 working days. In-depth knowledge on all subjects is quite demanding as well as presenting and training for that amount of time. Hence, it will be sensible to have several trainers involved in administering the training each time. In such case, looking for trainers with expertise on specific subjects will be an asset. The following table shows the potential training providers for specific subjects. This is just an example but shows that there is a possibility for PPO to involve other partners within the public sector and outside in the implementation of a Basic or Advance training course.

Table 3.4. Proposal on the entities responsible for each training

Course subjects	Administering the training
Public Procurement Law	PPO
Introduction to Public Procurement	PPO
Market Analysis	PPO / Civil Service Department / Private Sector
Calculation of Estimated Procurement Value	PPO
Selection criteria (Pre-qualification criteria)	PPO
Technical Specification	Basic: PPO, Advanced: related ministry
Award Criteria	PPO
Tender Evaluation & Contract Awarding	PPO
Contract Management	PPO
<i>Ex ante</i> & Post Control	PPO
Integrity in Public Procurement & Conflict of Interest	PPO / Special Investigation Service
E-Procurement	PPO / CPO
Centralised Procurement	CPO
Introduction to Strategic Procurement	PPO
Strategic Public Procurement / Green Public Procurement	Ministry of Environment
Strategic Public Procurement / SMEs	PPO / related Ministry
Strategic Public Procurement / Innovation	PPO / Ministry of the Economy and Innovation
Socially Responsible Public Procurement	PPO / related Ministry
Negotiation methods and tactics	Civil Service Department / Private Sector

Eligibility of candidates

This issue was raised briefly in relation to the admission of participants to the advance course. It is necessary to decide whether the certification program is limited only to public procurement practitioners or open to anybody who is interested in obtaining the certificate. Based on other countries experience, the course should not be restricted to procurement practitioners only, but priority participants should be those working in the field of public procurement.

Qualification requirement for implementing procurement tasks

It is not advisable to restrict in any way the practice of public procurement at this stage to those that attend the course. What the PPO could do with the support of the Ministry of the Economy and Innovation is to set clear guidelines for any future public procurement practitioners, that they attend the Basic course, either prior to taking up duties or within the first three months. A requirement could be made to include at least one certified practitioner in tender evaluation committees like in the case of Croatia. Another option would be to specify the permanence of certified practitioners in each contracting authority depending on their size. For example, at least one certified officer of the basic level should be stationed in each small authority. At least one certified officer of the advanced level should be permanent in each geographical zone (such as small municipality etc).

Training cost

The cost is identified as the largest barrier to participating in the trainings. (European Commission and PWC, 2016^[51]) Currently, the PPO offers its public procurement trainings free of charge. A modest fee is something that should be considered by the PPO, especially if the private entities will be allowed to carry out training based on the certification framework. The private entities will always charge for their workshops. In relation to the use of material developed by the PPO and the OECD, a modest fee could

also be charged for its utilization. The main purpose of the fee is not to gain profits but to cover the cost of, i.e. training facilities, training materials, organisation, coffee, water, a fee to the trainers conducting the training etc.

Implementing the course

There is a great challenge involved in certifying a public procurement workforce of an entire country. It is a known fact that contracting authorities in Lithuania are close to 4.000. How many employees are actually carrying out public procurement full time or part time is unknown. This is an issue that the PPO will have to address while implementing the course. In terms of number of employees doing procurement full time is minimal. The NAO survey previously mentioned in the gap analysis identify that only 10% of public officials are exclusively in charge of the tasks related to public procurement, while public procurement is not the main tasks for 70% of those responsible for the implementation of public procurement within contracting authorities. An option for PPO is to try to prioritise, either those working full time on procurement or even possible those doing it on a part time basis.

Another key element of the implementation is whether to do it face to face through workshops or as part of a distance learning programme. Experience from numerous country-wide projects suggests that even with an active programme of face to face training seminars and workshops, training activities cannot reach all public officials who may be involved in the conduct, supervision or auditing of public procurement. With a high number of beneficiaries outside the Vilnius metropolitan area, e.g. contracting authorities at the central and local level, a distance learning course should be developed at some point. It is recommended that the exam for both the basic and advance levels should be administered electronically, participants could receive a link to the exam in an email after the end of the course, as it was performed during the ToT workshop. If deemed necessary, the face to face examinations could be also introduced in the early stages of the programme, in order to prevent possible misconducts.

Survey on the course

After a training course is completed, a short survey should be administered among the participants for the purpose of further developing the course and material. It is an evaluation of the course, its content and trainers.

Box 3.3. Procurement competency framework in the United Kingdom

Commercial Skills and Behaviours are identified as one of the four priority areas within the Civil Service Capabilities Plan 2014. These cover the pre-procurement phase (when the ability to build and shape markets, to engage with suppliers and to manage financial and investment risk is key) and effective contract and supplier management after the contract is agreed.

Commercial Skills and Competency Framework for Developing and Practitioner Levels (hereinafter referred to as the “Framework”) sets out the current skills, behaviours and competencies that civil servants undertaking public procurement should demonstrate in delivering highly efficient, dynamic and professional procurement roles that deliver value for money. The Framework covers the three key components of the commercial cycle – Pre Market, Sourcing, and Contract and Supplier Management.

- Pre-Market: the process and skills to understand the market place in the development and delivery of a commercial strategy
- Sourcing: the commercial process, agreements and skills required to acquire goods, works and services that will deliver business outcomes, specifically legality and value for money maximisation from existing commercial agreements
- Contract and Supplier Management (Post-Contract Award): the process and skills used to manage the successful delivery of business outcomes and seek to maximise value through the duration of the contract.

It also incorporates two levels of integrated commercial skills and competencies – developing and practitioner.

- Developing – Developing demonstrates that somebody is able to understand key issues and their implications, and to ask relevant and constructive questions on the subject. They may be at the start of their career or a practitioner of another profession with some involvement in commercial activities beyond awareness. The developing level individual demonstrates behaviours and outcomes above an awareness level, but has not had sufficient opportunity or experience to put the skill into practice to merit Practitioner level.
- Practitioner – They display detailed knowledge of the subject and are capable of providing guidance and advice to others as well as undertaking commercial activity, based on significant commercial experience and qualifications.

The Government Commercial Profession Skill Levels covers those specialists who have developed their commercial expertise and experience beyond Practitioner level to reach Government Commercial Profession status. This status is sub-divided into four levels: Commercial Lead, Associate Commercial Specialist, Commercial Specialist and Senior Commercial Specialist. The levels within this grouping correspond to the “Expert” level included in the previous version of the Commercial Skills and Competency Framework.

It can be used to identify skill and knowledge requirements for different roles, plan career development, and as a consistent reference for learning and development.

To ensure a common approach to public procurement all departments are expected to adopt this procurement skills framework.

Source: (Government Commercial Function, 2015^[19]).

4. Training of Trainers (ToT) Programme

This section describes the details on the training of trainers (ToT) programme which was developed and provided by the OECD as one of the key deliverables of this project. The objective of this ToT programme is to train the trainers who will provide the training sessions of the topics required in the certificate framework. Thus, the programme will assist the Lithuanian government in implementing the certification framework to advance the professionalisation of the public procurement workforce in Lithuania. The ToT programme consists of the two workshops: “Training of Trainers” (ToT) workshop, and pilot sessions. The details of each workshop will be described in the sub-sections of this section. The actual agenda of the ToT workshop and the pilot sessions are available in the Annex B and C.

4.1. Train of Trainers workshop

The Training of Trainers (ToT) workshop was held in Vilnius for five days on November 5th – 9th, 2018. The objective of the workshops was to train the trainers who will provide the trainings of the topics required in the certificate framework. In total, 29 trainees, or future trainers, were identified and selected by the Lithuanian authorities. All of the trainees were well-experienced public procurement professionals who work for the Public Procurement Office (PPO), Central Procurement Organisation (CPO), and various contracting authorities including ministries and national hospitals. The simultaneous interpretation was provided between Lithuanian and English during whole the sessions.

Training session

Training materials were developed for the following 14 topics and 4 peer intervention sessions:

Table 4.1. Training modules of the ToT workshop

Course	Duration (Minutes)
Public Procurement Law	105
Introduction to Public Procurement	105
Market Analysis	180
Technical Specification (Basic)	120
Technical Specification (Advanced)	120
Technical Specification (Peer Intervention)	60
Award Criteria (Basic)	105
Award Criteria (Advanced)	120
Planning and Market Analysis (Peer Intervention)	75
Integrity in Public Procurement Conflict of Interest	150
Risk Management & Conflict of Interest (Peer Intervention)	45
Introduction to Strategic Procurement	90
Strategic Public Procurement / Green Public Procurement	135
Strategic Procurement (Peer Intervention)	45
Strategic Public Procurement / SMEs	135
Strategic Public Procurement / Innovation	120
Socially responsible public procurement	75
Training of Trainers	90
TOTAL	1 875

The Public Procurement Office was in charge of providing the two training sessions: Public Procurement Law and Introduction to Public Procurement. The OECD provided the rest of the training sessions.

The said training topics were identified as the weakness in the assessment of the challenges, and also cover the major portion of the course requirement in the certificate framework. The total duration of the modules was 31.25 hours (1 875 minutes), and each module lasted between 45 and 180 minutes.

As a result of the fact-finding mission and the NAO audit report, many procurement practitioners have the impression that the current training courses put more emphasis on theory than on practice. The training modules of the ToT workshop, therefore, were prepared to balance the theory and practice by including the country best practices, case studies, and practical exercise. In addition, the OECD invited the peers and experts from Finland and Norway to share their country experience for the active discussion with the participants.

Pre-examination

The OECD developed the online pre-examination so that the trainers could take it before the ToT workshop started. The purpose of this test is to allow the trainers to identify the current level of understanding on each topic.

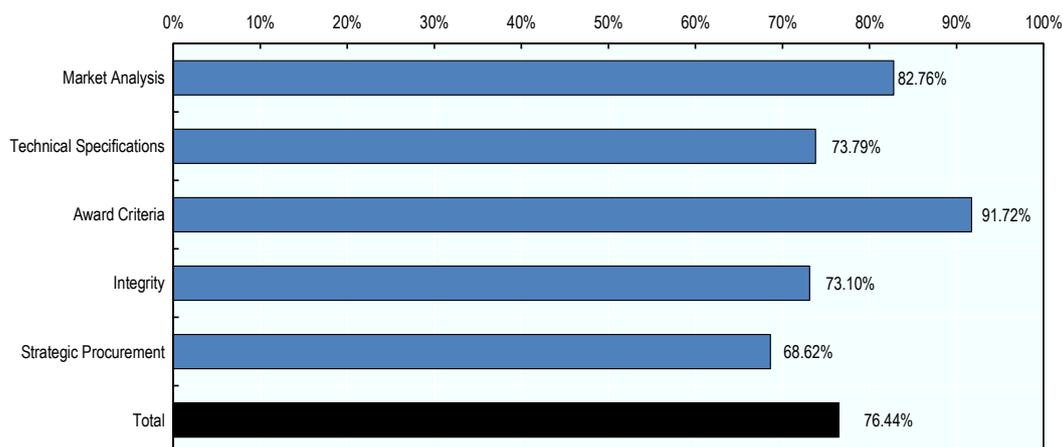
The 60-minute examination consists of 30 multiple-choice questions which cover the basic concept of the following topics related to the ToT workshop:

- Market Analysis (5 questions)
- Technical Specifications (5 questions)
- Contract Award Criteria (5 questions)
- Integrity in Public Procurement (5 questions)

- Strategic Procurement (10 questions)

The following figure demonstrates the result of the pre-examination in terms of the average scores (%):

Figure 4.1. Average score of pre-examination

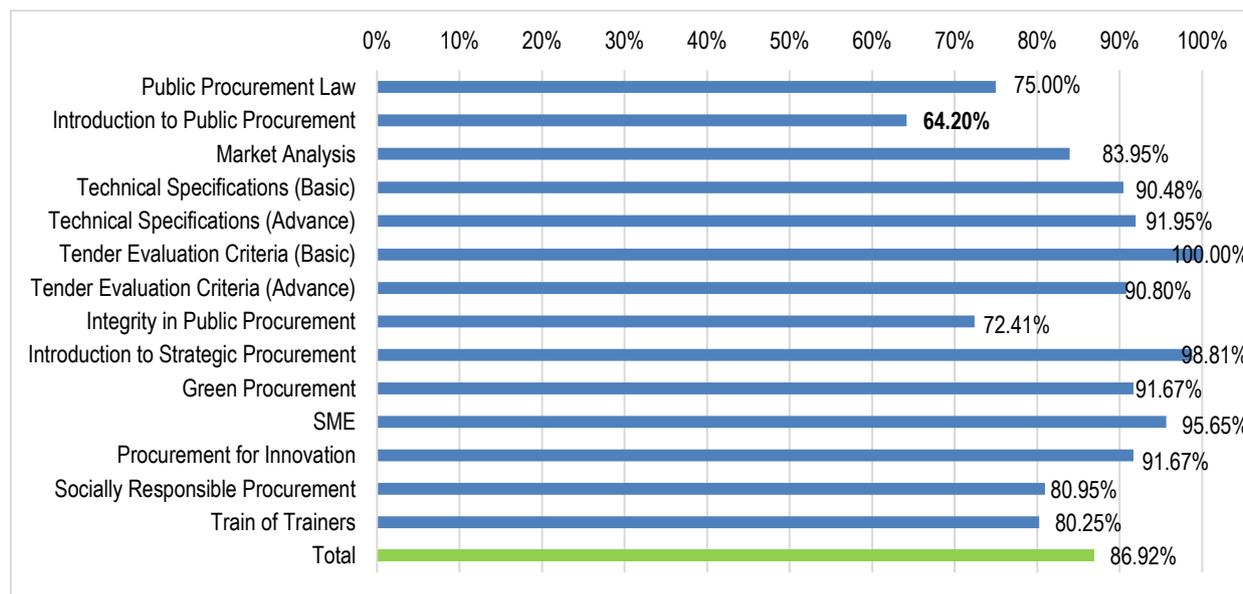


The total average score was relatively high with 76.44%, which evidences the solid experiences of the identified trainers as public procurement experts. The highest score was 30 /30 (100%), while the lowest one was 17 /30 (57%). The weakness was verified in the strategic procurement, which is still considered as a new procurement scheme in Lithuania. However, the overall result of the pre-examination shows the high-level knowledge of the trainers on the topics.

Post-examination

The OECD also developed the post examination which were taken by the trainers at the end of each training session except the 4 peer intervention sessions. This 10-minute post examination includes 3 multiple-choice and/or open questions for each training topic. The purpose of this test is to allow the trainers to check the level of understanding on each training module.

The following figure demonstrates the result of the post-examination in terms of the average scores (%):

Figure 4.2. Average score of post-examination

The total average score was very high with 86.92%. This is higher than 76.44%, the total average score of the pre-examination. These statistics prove that the trainers understood well the content of the ToT workshop, and obtained higher level of knowledge. The relatively low score of the Introduction to Public Procurement (64.20% of accuracy) is attributable to the difficult level of the questions in which the participants were required to choose 2-3 correct choices to reach the correct answer. The overall result evidences the high-level understanding of the participants on what they had learnt in the training sessions.

Evaluation of the ToT workshop

The OECD conducted an evaluation survey of the ToT workshop by requesting the participants to fill in the evaluation form. The evaluation items were the content of the module, the usefulness of the module, and the training material (power point presentations) for the 14 training sessions and 4 peer intervention sessions. In addition, there are other general items on the facility of the workshop: Facilities, Equipment of Translation, Simultaneous Interpreters, and Refreshments (coffee). The detailed results of the evaluation are found in the Annex D.

Overall, the participants were satisfied with the ToT workshop. About 80 – 100% of the participants rated the said three items of the training modules as “excellent” or “good” out of the five possible choices (“excellent”, “good”, “average”, “poor”, and “very poor”). Some participants preferred more weight on the practice to the theory. Regarding the general items, 100% of the participants rated the simultaneous interpretation service (equipment and interpreters) as “excellent” or “good”

4.2. Pilot sessions

The pilot sessions were held in Vilnius for four days on January 8th -11th, 2019. The workshop provided the participants of the ToT workshop with the opportunity to improve their capacity as trainers through delivering sessions. In addition, 24 procurement professionals identified by the Ministry of the Economy and Innovation were invited as the trainees for the purpose of their capacity building.

25 procurement experts out of 29 participants in the ToT workshop provided the training courses in the pilot sessions: 4 participants were not able to participate due to various reasons such as their health conditions. During the preparation stage, each trainer reviewed the training materials for their further possible improvement. Most of them used almost the same version of the power point presentations which had been developed by the OECD for the ToT workshops.

The presentations of the trainers were reviewed by three panels which consist of the following institutions:

- Ministry of Economy and Innovation
- Public Procurement Office
- OECD

Each reviewer evaluated the performance of the trainers in accordance with the feedback sheet format prepared by the OECD. This format included the following evaluation items with the maximum possible 30 points.

- Clarity of the Presentation (10 points)
- Engagement of Participants (5 points)
- Gesture/stance (5 points)
- Facial Expressions / Eye Contact (5 points)
- Tone/Volume & Pausing/Pace (5 points)

In addition to the scoring, each reviewer was requested to write the general comments on the overall performance.

The 30-minute brief feedback sessions were held at the end of each day during the pilot sessions so that reviewers could give a brief verbal feedback to the trainers. Furthermore, the feedback sheet filled in by the reviews was shared after the pilot sessions upon the request of the trainers.

Each participant demonstrated the different level of capacity as a trainer. However, the reviewers concludes that many participants are prepared well to provide the training sessions in the upcoming implementation of the certificate framework. It is highly recommended that the Ministry of the Economy and Innovation and the PPO regularly plans the pilot sessions to allow the trainers to improve their capacity as a trainer further.

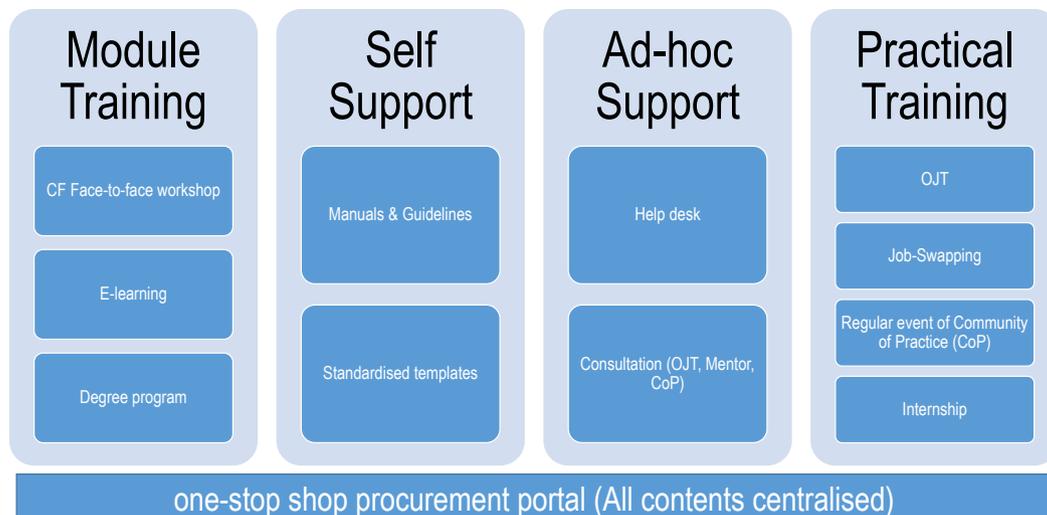
5. Professionalisation Strategy

This section demonstrates the professionalisation strategy of the public procurement workforce. The certification framework is an important step to the professionalisation of the public procurement workforce. However, this alone will not guarantee the successful reinforcement of public procurement officers' capacity without appropriate professionalisation strategy tools. This section intends to provide the Lithuanian government with a guide to follow in order to maximise the synergy with the certification framework, focusing on the dissemination strategy of knowledge.

5.1. Overview of the professionalisation strategy tools

The following Figure 5.1 illustrates the overview of the professionalisation strategy tools.

Figure 5.1. Overview of the professionalisation strategy tools



The most essential component is the face-to-face workshops for the course topics which the candidates are required to complete to obtain the certificate within the certification framework. In the short term, all the training courses required under the certification framework should be provided through face-to-face workshops. However, the development of e-learning could be considered as the alternative delivery model of training for the long run, because it is not feasible to reach out to all the procurement workforce in Lithuania where approximately 4 000 contracting authorities exist. Collaboration with universities such as the incorporation of public procurement courses in the curriculum and the development of a degree/diploma program in public procurement is also worth considering.

The self-supporting tools, the manuals and guidelines including FAQs and best practice example sheet should be improved and prepared by aligning them with the course topics of the certification framework.

As an ad-hoc support tool in daily work, in addition to the current function of the help desk, the consultation available during on-the-job trainings, and discussion forum of community of practice will facilitate the quick solution on the inquiries in daily work. It will be more useful in case the questions are more specific and technical.

Lastly, the system for more practical training should be developed, considering that public procurement requires practical exercises in the field. The potential systems will be the on-the-job training, job-swapping, regular events of the professional network within the community of practice, and the internship program to reach the future generation.

The details of each component mentioned here will be discussed in the following sub-sections. The combinations of these professionalisation strategy tools will maximise the synergy with the establishment of the certification framework.

5.2. Development of E-learning and degree program

The courses required to complete within the certification framework shall be based on face-to-face seminars. However, it is not feasible to reach out to all public procurement workforce in Lithuania with approximately 4 000 contracting authorities. Therefore, the utilization of the Information and Communications Technology (ICT) is critical to meet the demand of training. In addition to the certificate framework, developing a degree program at a university is highly recommendable, because its existence not only cultivates younger generations who are interested in working in the field of public procurement, but also contributes to enhancing the sense of professionalism among the public procurement community in Lithuania.

E-learning

The E-learning will play a significant role in reaching the procurement workforce across the country in the long term. It is recommendable to adopt face-to-face training courses for the certification framework at the early stage. However, it is impossible to reach out to all the public procurement workforce only through face-to-face workshops.

In these circumstances, the development of the distance-learning programme (e-learning) should be considered. The e-learning will be an alternative option to face-to-face workshops for the officials who cannot attend these training courses due to time and budget issues. This learning tool could also be used by those who have already attended the workshops but need to refresh their understanding on the topic. For this purpose, it will be ideal to prepare e-learning modules which are compatible with the curriculum of the certification framework. The best-evaluated trainers for each topic are recommended to appear in the recorded lectures of e-learning. The training materials should be posted on the module site along with other useful guidance's such as answers to frequently asked questions and a list of further reading.

One example of an e-learning tool is Moodle which offers a range of tools including discussion forum, downloading and uploading of course materials, and assignments. The World Bank provides an e-learning tool of public procurement which was developed by using Moodle. The World Bank offers two certificate programs through e-learning:

Certificate Program in Public Procurement (CPPP) and Certificate Program in Contract Management (CPCM).

Box 5.1. Online training modules in Peru

The Government Procurement Supervising Agency (OSCE) is in charge of the capacity development of the public procurement workforce in Peru. Its sub-directorate on capacity development (17 staff by August 2016) develops training offers through strategic allies; organises training events at national and regional level; and identifies and certifies trainers. OSCE also manages the certification process of the public procurement workforce for total four levels (Basic, Intermediate, Advanced, and Executive). OSCE is in charge of monitoring and evaluating the quality of training services delivered by it and by the strategic allies.

OSCE has made considerable efforts to develop different training modalities (face-to-face as well as online) in order to increase access to public procurement information and training. OSCE has established a “virtual classroom” website (Aula Virtual de OSCE, AVO), which provides access to online courses developed by OSCE and trainers certified by OSCE for public procurement officials as well as suppliers. The courses are customized to public procurement officers and economics operators. For example, the course for public procurement officers covers whole the public procurement process (tender planning, pre-tendering stage, tender stage, contract management). Access to AVO is free and without any restriction, ensuring optimal accessibility to training opportunities. In addition to the AVO website, OSCE administers its YouTube Channel (AULA OSCE) which is linked to the AVO. The uploaded videos cover wide ranges of public procurement topics such as procurement methods, tender documents, contract management, ethics in procurement. 1 275 200 views have been registered since its starting on October 2010 (as of July 4, 2018).

Source: (OECD, 2017^[20]).

Degree program

The collaboration with knowledge centres such as universities is critical to ensure sustainable improvement of the procurement system in the long term. In the short term, it will be ideal to incorporate courses of public procurement into university curriculum at the schools of law, economics, public policy, business management, and engineering. This will contribute to increasing awareness of public procurement as a professional task among young people. In addition, it is worth considering the program which provides selected public procurement officers with the opportunity to pursue the overseas master degree program in order to produce future leaders in public procurement.

In the long-term, developing the degree program at a university is highly recommendable, because its existence not only cultivates young generations who are interested in working in the field of public procurement, but also contributes to enhancing the sense of professionalism among the public procurement community in Lithuania.

Box 5.2. Master program in public procurement at the Turin School of Development

The Turin School of Development, which was founded in Turin, Italy, on October 2009, offers the master degree program in Public Procurement Management for Sustainable Development in partnership with the International Training Centre of the ILO (OTLICO) and UNCITRAL. The overall objective of the programme is to help bridge the current deficit in qualified human resources and to enable procurement professionals to cope with the challenges of regulating, executing and monitoring public procurement in an economic and socially responsive manner. The Master's programme is an intensive and blended learning course (distance learning and face-to-face tuition) with one full year duration, of which only four months require full classroom attendance.

The programme has three parts:

- Distance learning over the Internet
- Face-to-face learning at the campus in Turin (22 compulsory topics)
- Final dissertation from home

It provides a minimum of 60 university training credits (the equivalent of 1500 hours of study) during the one full year duration.

Source: (Turin School of Development, n.d.[21]).

5.3. Methodological assistance

Methodological assistance is a useful tool to help public procurement officers to implement the procurement tasks smoothly, effectively, and with fewer mistakes. It includes the manual & guideline including the FAQ and best practice sheets, standardised templates, and help desk. This section proposes the recommendations on improving these tools based upon the assessment of the challenges in the section 2.

Guideline

PPO publishes various training materials online, such as guidelines. Table 6.1 lists the availability of guidelines for each typical topic of public procurement. Although PPO offers the guideline for wide varieties of topics, some themes are still not available such as tender evaluation, *ex ante* and *ex post* control, green procurement, etc. As the development of the certification framework continues, PPO should consider the possibility of preparing the guidelines including FAQ and best practice guides for all the course topics which are required to be completed to obtain the certificate, so as to align them with the certification framework.

In addition, as already reviewed in the section of assessment of challenges, the survey carried out by the PPO confirms the needs for further improvement of the quality of these guidelines due to their great usefulness. The NAO survey points out the challenges in the timely update and practical level of the existing guidelines. These challenges should be also taken into account to make the quality of the guidelines even better.

Table 5.1. Guideline provided by the PPO

	Topic	Availability
1	Law and Regulations of Public Procurement	
1.1	Public Procurement Law in Lithuania	X
1.2	EU Directives on Public Procurement	
2	Pre-Tendering	
2.1	Procurement Planning & Budgeting	X
2.2	Market analysis	X
2.3	Selection of appropriate tender methods (competitive, simplified, direct etc)	
2.4	Technical specification (for goods or works)	
2.5	Terms of Reference (for service)	
2.6	Calculation of the estimate price /reference tender price	
2.7	Tender Documents	
2.8	Award criteria and weighting	X
2.9	Risk Management Planning	X
3	During the tender process	
3.1	ESPD and tender notices	X
3.2	Tender Opening and Reception	
3.3	Tender Evaluation	
3.4	Clarification & Negotiation with bidders	
3.5	Contract Awarding & Signature	
4	Contract Management	
4.1	Modification of the contract	
4.2	Payment	
4.3	Supervision of the Progress (regular reporting)	
4.4	Risk / Dispute Management with contractors	
5	<i>Ex ante</i> controls	
6	<i>Ex post</i> controls	
7	Integrity in Public Procurement & Conflict of Interest	X
8	Common mistakes leading to financial corrections and how to avoid them	
9	E-procurement	X
10	Centralised Procurement (framework agreement etc)	
11	Trade (Incoterms 2010, custom procedure etc)	
12	Secondly Policy Objectives	
12.1	Green Procurement	
12.2	SMEs	X
12.3	Innovation	
12.4	Social Enterprises	X
12.5	Social objectives (gender etc)	

Source: Information provided by PPO.

Standardises templates

Standardised templates are ready-to-use templates which contracting authorities can use, i.e. tender notice and tender documents. The advantage of these templates is to help contracting authorities save time and avoid potential errors. They also contribute to assuring the quality of the procurement procedures and decreasing the administrative burdens of economic operators who prepare the bid proposals.

The most frequently used types of standard documents are contract notices, tender specifications, contract award, notices and contracts for all types of procurement. Luxembourg, Romania, and Spain are examples of countries that provide standardised

documents, especially in the field of construction, which contributes to facilitating the procurement process. (European Commission and PWC, 2016^[5])

In Lithuania, the PPO offers the following standardised templates:

- Tender notice
- Tender documents for low value procurement (those for the open procedure and negotiated procedure are under preparation)
- Exemplary form for bid opening
- Reports of procedures and annual procurement to PPO

However, Lithuania will benefit more from preparing other types of standardised templates such as tender evaluation sheet (selection criteria and award criteria), contract documents, and progress report of the project for internal control purpose. These templates will contribute to more efficiency and fewer potential irregularities of contracting authorities.

Useful templates allow any public procurement officers, be it more or less experienced, to implement the procedures of public procurement. Therefore, it is essential that these formats are user-friendly and clear. For example, sections to be filled in by the procurement staff of contracting authorities should be highlighted in colour and/or are framed by brackets. In addition, the availability of supporting manuals on how to use standardised templates is critical.

It will be worth considering the possibility of harmonizing the templates such as tender documents and contract documents for specific sectors or purposes (construction, etc.) with the templates of multilateral development banks and the contract forms of FIDIC.

Box 5.3. Standard forms of contracts of FIDIC

FIDIC (International Federation of Consulting Engineers) publishes international standard forms of contracts together with related materials such as standard pre-qualification forms. FIDIC has long been renowned for its standard forms of contract for use between employers and contractors on international construction projects.

- Conditions of Contract for Construction for Building and Engineering Works Designed by the Employer: The Construction Contract
- Conditions of Contract for Construction for Building and Engineering Works Designed by the Employer (MDB Harmonised Edition) - for bank financed projects only: The MDB Construction Contract
- Conditions of Contract for Plant and Design-Build for Electrical and Mechanical Plant and for Building and Engineering Works Designed by the Contractor: The Plant and Design-Build Contract
- Conditions of Contract for EPC/Turnkey Projects: The EPC/Turnkey Contract
- Short Form of Contract: The Short Form
- Dredgers Contract (based on the Short Form of Contract): Dredgers Contract

These standard forms of contract are suitable for the great majority of construction projects around the world. The harmonization with internationally recognised contract forms such as FIDIC will facilitate smoother project implementation.

Source: (International Federation of Consulting Engineers, 1999^[22]).

Help desk

Help desk is an ad hoc support for contracting authorities and/or economic operators in clarifying inquiries related to public procurement. As already discussed in section 2, PPO set up the help desk in order to respond to questions and provide consultation to contracting authorities and suppliers. In general, the responses through the consultation platform are obtained in 3-5 working days, maximum in 20 working days on paper form. Within a few months of establishment in 2016, approximately 5 000 consultation requests were received by the platform. 95% of the cases were replied within 3 working days, and the responses were provided on the same day for 33% of the consultations. In 2016, PPO carried out a survey of procurement practitioners that demonstrates the relative weaknesses in the response speed, because most contracting authorities and suppliers need an instant answer. This is attributable to limited human resources of PPO. There are many good practice examples of call centres responding to inquiries on the spot, like the case of France.

As already described earlier, however, it should be noted that PPO still maintains the speed of answer regardless of the change of the consultation method and high volume of questions received (2 000 requests / month on average): 33% of the requests are answered within 1 hour, 17% in 1-8 hours, 11% (8-24 hours), and the rest 39% in more than 24 hours.

Box 5.4. Help desk in France

The Ministry of Finance (Minefi) operates a call centre and e-mail inbox (CIJAP) with ten staff who answers to inquiries from contracting authorities, in particular, from local contracting authorities. In 2014, 86% of the questions were answered on the spot. Most of the questions not answered on the spot are responded in writing within 48 hours. In the case where the question requires a more detailed legal interpretation, the inquiry is forwarded to a specialised Unit “Advice to buyers” of the Directorate for Legal Affairs of the Minefi. This unit generally produces written answers within 45 days. The call centre has been in high demand, dealing with 35 000 inquiries per year.

Source: (European Commission and PWC, 2016^[5]).

5.4. Knowledge dissemination tool

Disseminating the availability of the methodological guidelines is critical to facilitate the knowledge sharing among the procurement community. This sub-section discusses one-stop shop procurement portal and community of practice as useful dissemination tools.

One-stop shop procurement portal

It is critical that all the methodological assistance tools reach the public procurement community in Lithuania.

PPO has multiple tools to disseminate knowledge and training to the procurement practitioners:

- PPO webpage
- Facebook account

- Open house events
- Informal visits to smaller CAs

In order to maximise the synergy with the establishment of the certification framework, it is recommended to consider setting up a new knowledge platform. The recent international best practice in this field is the development of the one-stop shop procurement portal. It consists of a single and comprehensive web platform where multiple public procurement support services are offered to contracting authorities and economic operators. Its rationale lies in the efficiency gained without the need for procurement staff to navigate multiple websites and formats to find assistance tool they need. Having all in one site also makes it easier for them to access the right source of information. Setting up a new platform of this kind will also contribute to more awareness activities of knowledge dissemination.

Ideally, the following contents should be available in the One-stop shop procurement portal of Lithuania:

- Information on the certification framework
- Schedule of face-to-face training courses
- Update on the legal framework
- E-learning modules (video, training materials such as power point slides)
- Guidelines and manuals, FAQs and best practice sheets
- Standardised templates
- Help desk
- Community of practice (Q&A forum between practitioners etc)
- Registration for periodic newsletter to keep practitioners informed on the recent update such as the legal change, newly-developed guidelines, events etc

It would be ideal if the components such as guidelines can be aligned with the e-learning modules of the training courses required in the certification framework.

Community of practice

In addition to disseminating knowledge and information through the portal website, it is worth considering the option of exploring different ways to engage public officials. Lithuania will benefit from establishing a community of practice through a network of procurement officials all over the country. A community of practice is a shared platform in which procurement practitioners can exchange knowledge and experience, ask questions, or share documentation. The interaction through the community of practice allows procurement practitioners to identify and implement good practices, avoid common errors, and thus deliver better value for money. The following is the examples of activities related to community of practice:

- Setting up discussion forum to exchange information and ask questions to other practitioners
- Issuing a regular news letter about any new developments concerning the legal framework, the methodological guidance, best practices or practical advice

- Holding regular conferences or events for procurement practitioners

The establishment of the network might be beneficial for each specific topic such as technical specifications and green procurement, because the member of the network will contribute to increasing the sense of professionalism of public procurement practitioners.”

There is an issue on how much the platform should be moderated. Lithuania could consider the possibility of slightly moderating the forum to avoid the expectation that “the platform has every answer” while controlling the quality of the discussion to some extent, like the case of the PIANOo of Netherland. Another option might be to limit the content of the platform to the networking purpose while the questions on procurement issues are allowed only through the existing PPO helpdesk.

Box 5.5. One-stop shop procurement portal in Netherland

The Public Procurement Expertise Centre (PIANOo) of the Ministry of Economic Affairs (currently replaced by the Procurement Forum) operates a one-stop shop that centralises information related to procurement in Netherland. It was established in 2005 as a knowledge network for public procurement practitioners where procurement practitioners could share, discuss, exchange ideas and solve issues related to their daily work. The PIANOo website has been recognised as the principal website for obtaining reliable and up-to-date information. Many online materials can be downloaded from the platform. The services of PIANOo also include a biweekly procurement e-newsletter, weekly legal review and interpretation, model templates and online tools. On average, the one-stop shop experiences 50 000 visits and 13 500 downloads per month.

PIANOo also functions as the tool for community of practice for public procurement practitioners and was considered one of the most relevant tools for community building. The PIANOo community includes 1 600 professionals in public sector procurement. The PIANOo-desk is a discussion platform, which allows public procurement professional and contracting authorities to exchange experience, ask questions, discuss, share files, collaborate on documents, and plan projects. The PIANOo-desk was slightly moderated: In case the moderators find that the posted questions have not been answered, they tried to find members of the community who could possibly answers, or as a last option, they answered by themselves. The intention was to avoid the situation in which the community expects that “PIANOo has all the answers”.

The Forum contains approximately 80 sub-communities organised according to specific procurement topics. Furthermore, PIANOo intends to increase interactions between procurement professionals and experts by organizing annual conferences on public procurement and meetings that promote exchange of knowledge, experience and good practices.

Source: (European Commission and PWC, 2016^[5]) and the information provided by Netherland.

5.5. Practical training

Public procurement is a practical task which requires not only the technical expertise and knowledge but also practical experiences. The knowledge and skills acquired through the

training courses of the certification framework and the e-learning could be further reinforced with the practical training systems such as the on-the-job training and job swapping. The empirical study also found that having a supervisor or coworker with strong public service values was associated with higher levels of public service motivation. (Vandenabeele, 2011^[23])

On-the-job training

On-the-job training is one-on-one training at the working place where an experienced staff transfers their skills and knowledge to a less experienced worker. There is no doubt that the help desk is a useful assistance system, but it is not omnipotent to solve in an effective and timely manner any kinds of technical issues which might arise in daily operation of public procurement. The assigned trainers work with their trainees for the same project, and are responsible for providing them with the guidance or advice through their daily work. For example, the trainers are expected to assign specific procurement tasks such as the preparation of tender documents, answer to inquiries from trainees, and check the quality of tender documents to give feedback to trainees. This is different from the mentoring system in that the trainers of the on-the-job training work permanently with trainees. Contracting authorities will benefit from arranging the on-the-job training.

Job swapping

Job swapping system is a program to inter-exchange staff who work for different units inside the same entity and/or for different agencies for a certain period of time. This is more suitable for more experienced procurement practitioners. The purpose of this system is to provide the procurement experts with the opportunity to share their experiences and learn at different working areas. For example, a job swapping strategy could be beneficial to those working for the control (*ex ante* or *ex post*) if they work within contracting authorities, the parties to be controlled by control staff, to observe and learn how they apply and implement different procurement procedures within the procurement cycle. The staff from contracting authorities could learn the perspective of the control officer by working at control unit or agencies. The procurement staff at small contracting authorities will benefit from working at large contracting authorities by learning the difference and practices between small and large contracting authorities, and vice versa.

Mentoring

It would be beneficial for public procurement practitioners to have mentors who could provide them with advice in their professional growth. Mentoring is a developmental relationship to enhance professional practice, personal knowledge and skills development. This is relevant, in particular, at the earlier career stage such as within three years.

There are benefits of mentoring program for both of the mentor and mentee. The mentees can gain guidance, advice, and insights from the experienced mentor for their development. The mentors are allowed to enhance their skills on mentoring and communication as well as to gain the intrinsic reward from helping future leaders to develop their experiences.

Ideally, the mentors should have the advanced level certificate. Lithuania could benefit from starting the mentor program on a pilot basis before the official launch. Ideally, the Public Procurement Office would be in charge of administering the mentor program: registering the voluntary application from the candidates for mentors and mentees;

matching the mentors and mentees based upon the application, like the good practice example from New Zealand.

Box 5.6. Mentoring programme in New Zealand

New Zealand Government Procurement officially launched the mentoring programme in 2015 after the pilot period in 2014. This programme aims at raising individual procurement capability across government, and providing a mechanism for procurement practitioners to enhance their work-related skills, procurement knowledge and professional networks.

Both mentors (public & private sectors) and learners (public sector) must be volunteers based upon the application. The application form for the learner includes the current experience, preference on the backgrounds of the mentor (specific agency etc), and goals of skill development. The mentor is required to describe the current experience, preference on the backgrounds of the learner, and their strength competency area to assist the learner. New Zealand Government Procurement registers the application to match the learner with the best mentor who possesses the knowledge and skills matching the mentee's needs. The mentor needs to attend a mentoring workshop before being assigned a learner. The mentor and the learner signs the mentoring agreement which specifies how often they meet, how they contact each other, and focus topics for the initial meeting. The mentoring relationship is for a period of 12 months with the possibility of extension. They were contacted at the 3 month and 12 month point to gain feedback on how their relationship was going.

Source: Information provided by New Zealand Government Procurement.

Table 5.2. Summary of practical training

	On-the-job training	Mentoring	Job swapping
Description	One-on-one training where an experienced staff transfers their skills and knowledge to a less experienced worker by working for the same project	Mentors provide mentees with advice in their professional development and daily work	Inter-exchange program of the staff who work for different units inside the same entity and/or for different agencies for a certain period of time
Main target	Newcomers	Newcomers	Every level of procurement staff
Purpose	An experienced staff transfers their skills and knowledge to a less experienced worker.	An experienced person (mentor) provides support and guidance to a less experienced person (mentee) in an effort to help them develop and reach their potential.	Provide the procurement experts with the opportunity to share their experiences and learn at different working areas
Remarks	Trainer and trainees work together for the same task at the same work place on a daily basis	Mentor and mentee does <u>not necessarily</u> work for the same organization nor at the same work place. This will be an <u>alternative or supplemental</u> option to the on-the-job training, because the trainer of the on-the-job training can act as a mentor.	The inter-exchange of the staff among various entities such as the PPO, control entities, contracting authorities (small and large) is an option as long as it is beneficial to the exchanged staff.

Internship

In addition to the three types of practical trainings for the current procurement practitioners, setting up the internship program will allow the students and recent graduates to gain relevant skills and experience in public procurement. Thus, this will contribute to developing future procurement leaders. Like the degree program, the internship program will also increase the awareness of public procurement as a professional task among young people.

Box 5.7. Procurement Graduate Programme in New Zealand

The Procurement Graduate Programme in New Zealand aims at developing future procurement leaders in the country. During the 2-year development programme, interns will be placed at 3-4 different government agencies in New Zealand, which allow them not only to work on interesting and high-values procurement across different sectors (ICT, infrastructure, health, etc) but also to gain a wide network of experienced procurement professionals. The Programme assists interns in improving professional skills through mentoring, networking events and training.

The Programme is open to a recent graduate or a student in the final year of study. Since its starting in 2014, 34 interns have completed the Programmes. The Programme contributes to narrowing down the shortage of procurement officials in the public sector, creating a structured pathway into the profession for graduates, and raising procurement's profile as a viable career option amongst university students

Source: (Ministry of Business, Innovation & Employment, n.d.^[24]) and information provided by New Zealand Government Procurement.

5.6. Motivating public procurement practitioners

The motivation of public servants including public procurement officials is a crucial factor not only for maintaining the high performance and productivity of the public sector but also for reducing the turnover rate. There are many definitions of the motivation: *“the ability of people, institutions and societies to perform functions, solve problems and set and achieve objectives”* (UNDP Global Centre for Public Service Excellence, 2014^[25]), *the internal and external forces that influence individual's degree of willingness and choice to engage in a certain specified behaviour and action.* (Mitchell, 1982^[26])

The motivation could be classified into two elements: intrinsic and extrinsic. The intrinsic motivation simply refers to doing something that one enjoys. It urges people to behave for a satisfaction that is gained from the act itself, because it brings them pleasure, a sense of personal satisfaction or reward, or because it complies with their own values such as community service and ethical fairness. For public servants, the intrinsic motivation arises from elements such as the attraction to public policy making; commitment to public interest and civic duty; self-sacrifice; and compassion. On the other hand, the extrinsic motivation refers to doing something in order to receive a particular outcome. It compels people to act for a reward that is separate from the act itself, (OECD, 2017^[27]). It includes rewarding (salaries, promotions, discretion, superior work assignment etc) (Van Wart, 2008^[28]), recognition, constructive feedback, professional growth, working environment etc. The most typical example is the financial remuneration for the services provided.

The extrinsic motivation could be the equal concept with the incentives. Incentive structures play a key role in motivating public officers: they are used to attract and retain qualified staff and motivate them to perform better. Incentives can be classified as financial (e.g., wages, performance-linked bonuses, pensions, allowances) and non-financial (e.g., professional development, work recognition, working conditions) (UNDP Global Centre for Public Service Excellence, 2014_[25]) The following table demonstrates the typology of incentives:

Table 5.3. Typology of incentives

1. Financial Incentives	Specific Incentives
1.1 Payment	Wages / Salaries Performance-linked bonus / Promotion Stock Option
1.2 Other direct financial benefits	Pensions Insurance Clothing / Accommodation allowance Travel allowance Child care allowance
2. Non-Financial Incentives	Professional development - Training and Certification Recognition / Award Constructive Feedbacks Working environments Holidays /sabbatical leave Flexible working hours

Source: Prepared based upon the (UNDP Global Centre for Public Service Excellence, 2014_[25]) and (Ulleberg, Unesco. and International Institute for Educational Planning., 2009_[29]).

Financial incentives represent the principal type of incentives used to reward civil servants, mainly through salaries and monetary allowances. Financial incentives such as the salaries tend to communicate to public servants their values. Therefore, the salaries for similar terms of reference and requirements should be comparable both within and outside the public entity. However, increasing financial incentives represent a major challenge in many countries due to limited resources in that they are at the lower level to attract, motivate and retain civil servants.

When it comes to the non-financial incentives, however, the certificate program and the professionalisation strategy which is proposed in this report will definitely contribute to motivating the public procurement officers through the professional development and increased awareness of the public procurement inside the country.

It is worth noting that the recognition is the effective way to motivate public servants through acknowledging good behaviours or actions with no or little costs, but it is underutilized. (Van Wart, 2008_[28]) The empirical study also demonstrates that the recognition is a strong motivator in the public sector (Anderfuhren-Biget et al., 2010_[30]) Recognition consists of both informal and formal intangible incentives that show appreciation and acknowledges the achievement. As an example of informal recognition, supervisor can offer a good word, a short written comment on a submitted paper, a celebration toast, or even just a warm handshake. It creates an increased sense of self-esteem. The formal recognition represents the certificate/award, and trophies.

For example, the New Zealand Procurement Excellence Awards is an effective tool to raise the profile and awareness of procurement in the country through the formal

recognition of the achievement of the procurement officers. There are many countries including Lithuania which have civil servant awards, but this award system of New Zealand is very unique in that it recognises the achievement exclusively for the procurement field.

Incentive structures play a crucial role to motivating public procurement officers. Lithuania will benefit from adopting some non-financial incentive schemes such as trainings proposed in the certificate framework and the award system exclusively for the public procurement officers.

Box 5.8. New Zealand Procurement Excellence Awards

The New Zealand Procurement Excellence Forum was formed in 2014 in order to lift the capability of the procurement practitioners in New Zealand. The Forum brings together like-minded and committed procurement professionals, from across the public and private sectors, who considers the procurement profession as a developing specialisation, and are willing to share their knowledge with each other for the purpose of further enhancing the recognition of the procurement profession in New Zealand. Current main initiatives of the Forum consist of the two pillars: Championing Procurement Excellence to deliver successful outcomes for New Zealand and Fostering People and Capability.

As a part of these initiative, the Forum started the annual award event in 2016, New Zealand Procurement Excellence Awards. This award was established to raise the profile and awareness of procurement, or what great procurement looks like and how it can contribute to better outcomes for New Zealand, across both private and public sectors. The founders thought that it was possible only through sharing great stories of achievements across many organisations in both the public and private sectors, inspiring others to raise the bar, and to make sure that organisations achieve more than just good practice and compliance.

The New Zealand Procurement Excellence Awards are the foremost recognition of industry-leading procurement practice in New Zealand. There are five competitive categories that have been established to recognise New Zealand's finest:

- Young Procurement Professional of the Year (30 years old or under)
- Procurement Professional of the Year
- Most Effective Teaming of the Year
- Social or Environmental Impact of the Year
- Most Innovative Project of the Year

The application must be related to activities and initiatives of procurement. The judging criteria is disclosed for each award category. The overall Supreme Winner will be selected from the category winners in order to recognise the highest achievement of the year in the procurement field in the country. The prize of the winner, for example for 2016, includes not only the award certificate and trophy but also a paid trip to any procurement conference anywhere in the world.

The New Zealand Procurement Excellence Awards contributes not only to the knowledge sharing among procurement professionals but also to enhancing the motivation and incentives of public procurement experts in New Zealand, thus lifting the recognition of the procurement as a professional task.

Source: (Ernst & Young - New Zealand, n.d.^[31]).

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Annex A. Certification framework

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
Public Procurement Law	<ul style="list-style-type: none"> • Legal framework for public procurement in Lithuania • Institution of public procurement system in Lithuania (role of each institution) • International practices (EU Directives, the World Bank etc) • Reflections of EU directives in national law 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Overall knowledge about the public procurement legislation • Provide an overview of all the main changes to the public procurement legislation that came into force in 2017 • Explain how these changes will impact the daily work of procurement practitioners • Practical exercise of the interpretation of public procurement law based upon the past actual cases 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> • Understand the objectives and purpose of the Lithuanian legislation and the EU directives on public procurement • Describe the role of key institutional actors of public procurement system in Lithuania • Describe the basic purpose of the EU Directives and their difference with the Lithuanian legal framework • Understand the processes required to establish good practice and operate within the legal parameters • Demonstrate knowledge of recent case law and the effect this had on procurement practice 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. This is mandatory for any public officers, part time or full time involved in public procurement.	PPO developed the material by improving the quality of the existing materials	2	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
Introduction to Public Procurement	<ul style="list-style-type: none"> • The growing importance of public procurement to organisations • Definition of public procurement • Procurement cycle and its stages • Specificities of different procurement procedures • Variety of actors in the process of public procurement • Common public procurement mistakes (irregularities EU) 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Understanding about what public procurement is • Understanding about the typical procurement cycle • Short introduction to each step of procurement process • Understanding why certain mistakes happen frequently throughout the procurement process 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> • Describe the roles and functions of public procurement • Describe key steps involved in public procurement cycle • Describe the purpose of each stage throughout the procurement cycle • Understand common mistakes during the procurement process 	1	This course is designed for those working in the public sector interested in obtaining a basic understanding of public procurement. It is relevant to new public procurement officers. It is also designed for procurement professionals who have worked in the public procurement but would like to brush up their knowledge as well as those closely working in the procurement process including programme and project staff. Other staff that have responsibility for making purchasing decisions, tendering or contract management would also benefit from the course.	PPO developed the materials	3	Basic
Market Analysis	<ul style="list-style-type: none"> • The aim of carrying out market analysis • Importance of market analysis for the procurement planning stage • Importance of needs assessment in evaluating actual needs and assessing alternatives to the public procurement • Gathering supplier 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Understanding the importance of the market analysis during the public procurement process • Understanding the type of Information to collect during the market analysis • Understanding do's and don'ts when conducting market analysis 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> • Carry out market consultation • Collect necessary information to conduct market analysis • Use the results of their analysis to define technical specifications and 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant	OECD developed the materials	3	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
	information • Conflict of interest during the market analysis	• Practical exercise based on the case studies	selection/award criteria.		to public procurement offers who often get involved in procurement planning, setting selection/award, and drafting technical specifications.			
Calculation of Estimated Procurement Value	<ul style="list-style-type: none"> Importance of calculating the estimated price General rules for the calculation of the estimated value for each type of the procurement objects (supplies, services or works) Methodology for the calculation of estimated procurement value (LPP implementing regulation) 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> Understanding on how to calculate the estimated price for each type of procurement objects Practical exercise based on the calculation of the estimated procurement values 	By the end of the programmes, participants will be able to: <ul style="list-style-type: none"> Demonstrate solid understanding on the general rules on estimating the procurement price Calculate the estimated procurement values 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant to public procurement offers who often get involved in calculating the estimated procurement values during the preparation stage.	<ul style="list-style-type: none"> Option 1. PPO will develop materials Option 2. Put in the hands of other public or private entities to develop material based on the criteria set for the module 	3	Basic
Selection criteria (Pre-qualification criteria)	<ul style="list-style-type: none"> Differences between criteria for award, selection and exclusion Objective of selection criteria Structure of selection criteria Selection criteria related to financial capacity of potential suppliers Analysis of financial 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> Understanding on basic characteristics of selection criteria (objective, structure etc) Basic provisions and requirements brought by the EU Directive about the use of selection criterion Knowledge on typical indicators to assess 	By the end of the programmes, participants will be able to: <ul style="list-style-type: none"> Set appropriate selection criteria to assess financial capacity of potential suppliers Set appropriate selection criteria to assess technical and professional capacity of potential suppliers Develop a pre-qualification 	2	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant	<ul style="list-style-type: none"> Option 1. PPO will develop materials Option 2. Put in the hands of other public or private entities to develop material 	<ul style="list-style-type: none"> Level 1: 2 Level 2: 1 	Basic & Advanced

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
	<p>statements</p> <ul style="list-style-type: none"> • Selection criteria related to technical and professional capacity of potential suppliers • European Single Procurement Document (ESPD) • Tender Notice <p><Level 2></p> <ul style="list-style-type: none"> • Selection criteria for more specific situations such as the restricted procedure and competitive dialogue 	<p>financial capacity of potential suppliers</p> <ul style="list-style-type: none"> • Knowledge on typical indicators to technical and professional capacity of potential suppliers • Understanding the ESPD and tender notice <p><Level 2></p> <ul style="list-style-type: none"> • Practical exercise based upon the case studies 	<p>questionnaire</p> <ul style="list-style-type: none"> • Identify and select appropriate suppliers for a given need • Demonstrate an understanding of financial statements • Draft tender notice <p><Level 2></p> <ul style="list-style-type: none"> • Set up the selection criteria in more specific situations 		to public procurement offers who often get involved in setting selection criteria to assess financial capacity and past experiences of potential suppliers.	based on the criteria set for the module		
Technical Specification	<ul style="list-style-type: none"> • Objective of technical specifications • Principles of drafting technical specifications • Unclear and discriminatory technical specifications <p><Level 2></p> <ul style="list-style-type: none"> • Difference between traditional technical specifications and performance-based technical specifications • Incorporating social and environmental issues into technical specifications. 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Understanding on what technical specifications are • Key principles and practical methods for writing specifications • Knowing what to write in the specifications • Knowing what kinds of technical specifications are clear and non-discriminatory • Practical exercise on drafting technical specifications <p><Level 2></p> <ul style="list-style-type: none"> • Understanding on pros and cons of traditional technical specifications vs 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> • Describe the purpose and principles of technical specifications • Describe key steps involved in creating effective specifications • Check and control the quality of technical specifications which are clear and non-discriminatory <p><Level 2></p> <ul style="list-style-type: none"> • Draft technical specifications for the basic goods/service • Apply performance-based technical specifications 	2	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, the level 2 is indispensable for procurement officers who are in charge of drafting technical specifications and/or controlling its quality in their daily function.	OECD developed the materials	Level 1: 2.5 Level 2: 2.5	Basic & Advanced

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
Award Criteria	<ul style="list-style-type: none"> The purpose of award criteria The principles of award criteria, such as equal treatment and non-discrimination, transparency Difference between Lower-price criteria and BPQR criteria Pros and cons between lower-price criteria and BPQR criteria How to set technical criteria How to make award criteria more objective <p><Level 2></p> <ul style="list-style-type: none"> How to develop formulas and scoring rules for award criteria Life cycle cost 	<p>performance-based technical specifications</p> <p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> Understanding on the characteristics of lower-price criteria Understanding on the characteristics of BPQR criteria Basic provisions and requirements brought by the EU Directive about the use of BPQR criterion Setting technical criteria Understanding the difference between subjective and objective criteria <p><Level 2></p> <ul style="list-style-type: none"> Typical formulas and scoring rules for award-criteria Skills to simulate the result of evaluation Understanding on the life cycle cost 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> Describe the purpose and principles of award criteria Describe the pros and cons between lower-price criteria and BPQR criteria Set technical criteria (subjective and objective ones) <p><Level 2></p> <ul style="list-style-type: none"> Demonstrate sufficient understanding on typical formulas and scoring rules for award-criteria Draft award criteria Test the scheme of award criteria through simulations 	2	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant to public procurement offers who often get involved in setting award criteria to evaluate tender proposals.	OECD developed the materials	Level 1: 2.5 Level 2: 3	Basic & Advanced
Tender Evaluation & Contract Awarding	<ul style="list-style-type: none"> Tender opening Tender evaluation Corrections and rejections Comparison of tender Contract awarding notice & notification of the result 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> Understanding on steps of the contract award procedure Understanding on the importance of principles of equal treatment and transparency 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> Describe key steps of contract awarding Understanding on tender evaluation report 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key	<p>Option 1. PPO will develop materials</p> <p>Option 2. Put in the hands of other public or private</p>	2	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
		<ul style="list-style-type: none"> • How to deal with abnormally low tenders 			stakeholders involved in the procurement process. In particular, it is relevant to public procurement offers who often get involved in the tender evaluation process	entities to develop material based on the criteria set for the module		
Contract Management	<ul style="list-style-type: none"> • Role of contract management • Modification of contract • Inspection at the delivery • Pricing in contracts • Payment/Guarantee • Supervision of the Progress (regular reporting) • Risk/Dispute management with contractors • Termination of contract 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Understanding on the basic fundamentals of contract terms and management • Understanding on the proper rules on what constitutes the price of the contract • Understanding the stages of the contract management process • Tools and techniques for monitoring contractual obligations • Practical exercise based on case studies 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> • Implement effective contract management • Develop robust contracts with a focus on mitigating risk and improving overall effectiveness • Handle issues which might arise with suppliers during the contract execution period • Prepare regular progress reports 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant to public procurement offers who often get involved in the contract management process such as modification of contracts, daily supervision, and payment procedure.	<p>Option 1. PPO will develop materials</p> <p>Option 2. Put in the hands of other public or private entities to develop material based on the criteria set for the module</p>	4	Basic
<i>Ex ante & Ex post</i> Control	<ul style="list-style-type: none"> • Importance of control • Definition of controls (internal vs external, <i>ex ante</i> vs <i>ex post</i>) • Control mechanism in Lithuania • Application criteria of control (threshold etc) 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Understanding on the institutional control mechanism in Lithuania • Ways to strengthen <i>ex ante</i> & <i>ex post</i> internal controls • How to carry out risk mapping to identify potential 	<p>By the end of the programmes, participants will be able to:</p> <ul style="list-style-type: none"> • Describe key factors to be controlled • Implement effective internal controls • Map potential risks which might arise during the 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in	<p>Option 1. PPO will develop materials</p> <p>Option 2. Put in the hands of other public or private entities to</p>	2	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
		risks. • Practical exercise: drafting internal control system in your organization (Including the knowledge sharing among participants)	procurement process		the procurement process. In particular, it is relevant to public procurement offers who often get involved in the procedures of the internal control	develop material based on the criteria set for the module		
Integrity in Public Procurement Conflict of Interest	<ul style="list-style-type: none"> • National Anti-Corruption Programme of the Republic of Lithuania for 2015-2025 • Interinstitutional Action Plan for the Implementation 2015-2019 of the National Anti-Corruption Programmes • Civil Servant Codes in Lithuania • Definition and importance of conflict of interest • Corruption and public procurement (Stats) • Common examples of conflict of interest in public procurement • Negative consequences caused by conflict of interest • Red flags to detect conflict of interest • Preventive measures against conflicts of interests • Remedies, sanctions and penalties 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • Awareness of ethical conduct throughout the whole procurement process • Understanding the current corruption issues and goals to be achieved until 2025 in Lithuania • Understanding the Interinstitutional Action Plan for the Implementation 2015-2019 of the National Anti-Corruption Programmes • Typical cases of conflict of interest • Understanding how to recognise, reduce and detect corrupt behaviour and conflicts of interest in public procurement • Practical exercise: judgement of conflict of interest, How to prevent common conflict of interests, Identify red flags during the procurement 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> • Enhance awareness of the importance of integrity in public procurement • Describe the current corruption issues and goals in Lithuania • Describe common cases of corrupt behaviour and conflicts of interest during the procurement process • Identify, mitigate, and remedy corruption cases in public procurement 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. This is mandatory for all the staff who work directly or indirectly in the area of public procurement.	OECD developed the materials	3.5	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
E-Procurement	<ul style="list-style-type: none"> • Main functionalities of e-procurement • Benefits and roles of e-procurement in enhancing the public procurement system • Procurement procedures covered by e-procurement • Current status of e-procurement in Lithuania • Requirement of e-procurement by the EU Directives <Level 2> <ul style="list-style-type: none"> • E-auction • Dynamic Purchasing System (DPS) 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> • Understanding on main functionalities and benefits of e-procurement • Understanding on procurement procedures subject to e-procurement • Understanding on current efforts of Lithuania in e-procurement and mandatory action specified by the EU Directives <Level 2> <ul style="list-style-type: none"> • Understanding on the structure of the E-auction and the Dynamic Purchasing System (DPS) 	By the end of the programme, participants will be able to: <ul style="list-style-type: none"> • Describe main functionalities and benefits of e-procurement • Describe specific procurement procedures which could apply e-procurement • Express their view on how to advance and improve e-procurement strategy <Level 2> <ul style="list-style-type: none"> • Describe the main characteristics of the E-auction and the Dynamic Purchasing System (DPS) • Use the E-auction and the Dynamic Purchasing System (DPS) 	2	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant to procurement practitioners who apply e-procurement in daily work, and policy makers who get involved in advancing e-procurement reform.	Option 1. PPO will develop materials Option 2. Put in the hands of other public or private entities to develop material based on the criteria set for the module	Level 1: 2 Level 2: 1	Basic & Advanced
Centralised Procurement	<Level 1> <ul style="list-style-type: none"> • Benefits of centralised procurement • Framework agreement • Introduction to other types of centralised procurement • CPO catalogue <Level 2> <ul style="list-style-type: none"> • Competitive dialogue • Joint procurement • Cross-border procurement 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> • Understanding why centralised procurement contribute to savings and efficiency • Understanding the basic scheme of each centralised procurement • Keys on how to apply centralised procurement <Level 2> <ul style="list-style-type: none"> • Understanding on the competitive dialogue, joint 	By the end of the programme, participants will be able to: <ul style="list-style-type: none"> • Describe the basic scheme of each centralised procurement • Use CPO catalogue • Carry out various types of centralised procurement schemes in their daily work <Level 2> <ul style="list-style-type: none"> • Describe the main characteristic of the competitive dialogue, Joint 	2	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is relevant to procurement practitioners who would like to carry out a	Option 1. PPO and CPO will develop materials Option 2. Put in the hands of other public or private entities to develop material based on the criteria set for	Level1: 2 Level 2: 2	Basic & Advanced

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
		procurement, and cross-border procurement	procurement, and cross-border procurement • Consider the application of the competitive dialogue, joint procurement, and cross-border procurement as possible options of procurement		centralised procurement more often and efficiently.	the module		
Introduction to Strategic Procurement	<ul style="list-style-type: none"> • Primary and secondary objectives of public procurement • Principle of balance • How to implement secondary policy objectives • Importance of contract management requirements on the overall success of strategic procurement • Strategic procurement in EU Directives • Goals related to strategic procurement in Lithuania 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> • Understanding the importance of strategic procurement • Introduction to each strategic procurement • Requirements of strategic procurement by Lithuania public procurement legislation and EU Directives 	By the end of the programme, participants will be able to: <ul style="list-style-type: none"> • Describe the definition and importance of each type of strategic procurement • Clearly understand the policy goals of strategic procurement in Lithuania • Describe the requirements of EU directives on strategic procurement 	1	This course is designed for all procurement practitioners in the public sector and for those working in functions that are directly related to any stage of the procurement cycle or who interact with any of the key stakeholders involved in the procurement process. In particular, it is mandatory to procurement practitioners or policy makers who get involved in the issues related to strategic procurement	OECD developed the materials	2	Basic
Strategic Public Procurement / Green Public Procurement	<ul style="list-style-type: none"> • Definition and importance of green public procurement (GPP) • Introduction to Sustainable procurement • Using ecolabels and other standards to promote sustainability • Setting GPP criteria to approach environmental 	The aim of this course is to provide participants with: <ul style="list-style-type: none"> • First-hand experience of applying the GPP concept throughout the public procurement process (planning, purchasing, post purchasing) • A clear understanding on how to implement GPP • Best practices and case 	By the end of the programme, participants will be able to: <ul style="list-style-type: none"> • Better understand GPP • Bring GPP from a concept into practical use • Integrating GPP in the public procurement processes, practices, and procedures • Use specifications to 	2	This course is designed for those working in the public sector interested in obtaining a comprehensive understanding of green public procurement. Specifically, it is relevant to public procurement practitioners who get involved in green public	OECD developed the materials	Level 1: 2.5 Level 2: 1.5	Basic & Advanced

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
	<ul style="list-style-type: none"> impacts • Environmental impacts of GPP • Best practices and case studies <p><Level 2></p> <ul style="list-style-type: none"> • Life cycle cost 	<p>studies about how GPP is being applied</p> <p><Level 2></p> <ul style="list-style-type: none"> • Understanding the life cycle cost 	<p>improve the sustainable outcome of the procurement process</p> <ul style="list-style-type: none"> • Understand how evaluation criteria can be used in GPP • Understand the methods and importance of contract management in the GPP process • Identify key stakeholders in the GPP procurement process <p><Level 2></p> <ul style="list-style-type: none"> • Simulate the life cycle cost based upon the templates 		procurement			
Strategic Public Procurement / SMEs	<ul style="list-style-type: none"> • Definition and importance of public procurement for SME development • Policy objectives in support of SMEs in tenders • Tools, processes and strategies to support the participation of SMEs in public procurement <ul style="list-style-type: none"> - Formation of consortium - Simplification to procurement processes and documentation - Division of lots into smaller lots - Mitigation of financial burden 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> • First-hand experience of applying the concept of SMEs development throughout the public procurement process (planning, purchasing, post purchasing) • A clear understanding on how to implement public procurement for SMEs development • Best practices and case studies about how public procurement for SMEs development is being applied 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> • Better understand SMEs' access to public procurement markets • Bring public procurement for SMEs development from a concept into practical use • Facilitate SMEs' access to their contracts • Implement development of SMEs through Public Procurement • Identify key stakeholders in the procurement process for SMEs development 	1	This course is designed for those working in the public sector interested in obtaining a comprehensive understanding of public procurement for innovation. Specifically, it is relevant to public procurement practitioners who get involved in public procurement for SMEs development	OECD developed the materials	2.5	Basic

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
- Training to SMEs								
Strategic Public Procurement / Innovation	<ul style="list-style-type: none"> Defining strategic use of public procurement for innovation Understanding how public procurement can foster innovation Key activities to address within the procurement process (pre-tender, tender, and contract management) to make public procurement more innovation friendly Engaging the market - early market engagement Using performance-based specifications Contract performance clauses Current programs related to public procurement for innovation in Lithuania Best practices and case studies 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> Understanding the impact of procurement for innovation Understanding the processes and tools in place to implement a procurement for innovation Understanding how to implement procurement for innovation Best practices and case studies about how public procurement for innovation is being applied 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> Better understand public procurement for innovation Bring public procurement for innovation from a concept into practical use Integrating public procurement for innovation in the public procurement processes, practices, and procedures Understand when it is suitable to consider procurement for innovation Understand the methods and importance of contract management in the process of public procurement for innovation Identify key stakeholders in the process of public procurement for innovation 	2 (Required for only Advanced)	This course is designed for those working in the public sector interested in obtaining a comprehensive understanding of public procurement for innovation. Specifically, it is relevant to public procurement practitioners who get involved in public procurement for innovation	OECD developed the materials	3	Advanced
Socially responsible public procurement	<ul style="list-style-type: none"> Definition and importance of socially responsible public procurement Verification of social responsibility in supply chains Applying the social responsibility criteria (in particular, selection 	<p>The aim of this course is to provide participants with:</p> <ul style="list-style-type: none"> First-hand experience of applying the concept of social responsibility throughout the public procurement process (planning, purchasing, post purchasing) A clear understanding on 	<p>By the end of the programme, participants will be able to:</p> <ul style="list-style-type: none"> Better understand socially responsible public procurement Bring socially responsible public procurement from a concept into practical use Use public procurement to 	2 (Required for only Advanced)	This course is designed for those working in the public sector interested in obtaining a comprehensive understanding of public procurement for innovation. Specifically, it is relevant to public procurement practitioners	OECD developed the materials	2.5	Advanced

Title	Name of topics	Programmes aims	Learning outcomes	Level	Target audience	Material developed	Duration (hours)	Classification
	<ul style="list-style-type: none"> criteria) • International Labour Organisation (ILO) core conventions • Best practices and case studies 	<p>how to implement socially responsible public procurement</p> <ul style="list-style-type: none"> • Best practices and case studies about how socially responsible public procurement is being applied 	<p>drive improvements for workers in global supply chains</p> <ul style="list-style-type: none"> • Describe high risk product categories • Verify social criteria at various stages of the tender process 		who get involved in socially responsible public procurement			
Negotiation methods and tactics	<ul style="list-style-type: none"> • Negotiation methods and tactics 	<ul style="list-style-type: none"> • Understand your own negotiation style and how to develop that of others • Plan and prepare for a negotiation <p><Level 2></p> <ul style="list-style-type: none"> • Practical exercise of negotiation based on the case studies 	<ul style="list-style-type: none"> • Use negotiation skill to facilitate the public procurement cycle <p><Level 2></p> <ul style="list-style-type: none"> • Apply the negotiation skills in the complicated daily procurement activities 	2	This course is designed for public procurement practitioners who need to negotiate in all types of procurement activities. Specifically, it is relevant to public procurement practitioners who would like to brush up negotiation skills.	Put in the hands of private entities to develop material based on the criteria set for the module	Level 1: 1.5 Level 2: 1.5	Basic & Advanced

Annex B. Agenda of the ToT workshop

WORKSHOP AGENDA: TRAINING OF TRAINERS FOR PUBLIC PROCUREMENT IN LITHUANIA

Date: 5th – 9th November 2018

Venue: Room No 212, Ministry of Economy, Vilnius, Lithuania

Objectives

The objectives of the training workshop are the following:

- To increase the capacity of targeted audiences
- To support the development of administrative capacity, training and dissemination of information
- To ensure the effective application of public procurement rules through appropriate mechanisms
- To better ensure that public procurement procedures are i) legal and regular, and ii) bring the highest quality of services and works (value for money).

Format and Target Audience

This workshop will take place in Vilnius from Monday 05 November to Friday 09 November 2018. The workshop will deliver a customised training programme for managers and procurement officials at national and local levels identified by the Lithuanian authorities. The set-up will involve a workshop aimed at training trainers for each of the three target groups:

- i) identify the key CAs;
- ii) the PPO and CPO; and
- iii) others to be identified in consultation with an Advisory Group

The workshop will be conducted in both English and Lithuanian depending on the language knowledge of presenters. The documents will be in both English and Lithuanian. Simultaneous interpretation will be provided during the workshop.

OECD
Workshop agenda
November 05-09, 2018

5 November 2018

09:00 – 09:15 Introduction (*Mr. Pétur Berg Matthíasson, Prime Minister's Office, Iceland and Mr. Masayuki Omote, OECD*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Discuss the overall objective and purpose of the workshop • Discuss the vision for the public procurement training strategy. • Result of the pre-examination
<i>Language of the speaker</i>	English

09:15 – 11:00 Public Procurement Law (*Ms. Laura Kuoraitė, Public Procurement Office, Lithuania*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Legal framework for public procurement in Lithuania • International practices (EU Directives etc) • Main changes incorporated into the new legislation 2017
<i>Language of the speaker</i>	Lithuanian

11:00 – 11:15 Coffee Break

11:15 – 13:00 Introduction to Public Procurement (*Mrs. Loreta Juškaitė-Pečul, Mr. Gediminas Golcevas, and Mrs. Živilė Cibutavičienė, Public Procurement Office, Lithuania*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The growing importance of public procurement to organisations • Definition of public procurement • Procurement cycle and its stages • Common public procurement mistakes (irregularities EU)
<i>Language of the speaker</i>	Lithuanian

13:00 – 14:00 Lunch

14:00 – 17:00 Market Analysis (*Mr. Pétur Berg Matthíasson, Prime Minister's Office, Iceland*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The aim of carrying out market analysis • Importance of market analysis for the procurement planning stage • Gathering supplier information • Conflict of interest during the market analysis
<i>Language of the speaker</i>	English

END OF DAY 1

6 November 2018

09:00 – 11:00 Technical Specification – Basic (*Ms. Neringa Virbickaite, Consultant of the OECD*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Objective of technical specifications • Principles of drafting technical specifications • Unclear and discriminatory technical specifications
<i>Language of the speaker</i>	Lithuanian

11:00– 13:00 Technical Specification – Advance (*Ms. Neringa Virbickaite, Consultant of the OECD*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Difference between traditional technical specifications and performance-based technical specifications • Incorporating social and environmental issues into technical specifications.
<i>Language of the speaker</i>	Lithuanian

13:00 – 14:00 Lunch break

14:00-15:00 Peer intervention- Technical Specification (*Mr. Timo Rantanen, Hansel Oy, Finland*)

15:00 – 15:15 Coffee break

15:15 – 17:00 Award Criteria – Basic (*Ms. Neringa Virbickaite, Consultant of the OECD*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The purpose of award criteria • The principles of award criteria, such as equal treatment and non-discrimination, transparency • MEAT criteria (Price, Cost, and BPQR) • How to set technical criteria
<i>Language of the speaker</i>	Lithuanian

END OF DAY 2

7 November 2018

09:00– 11:00 Award Criteria - Advance (*Ms. Neringa Virbickaite, Consultant of the OECD*)

<i>Content and purpose</i>	<Level 2> <ul style="list-style-type: none"> • How to develop formulae and scoring rules for award criteria • Life cycle cost
<i>Language of the speaker</i>	Lithuanian

11:00 – 11:15 Coffee Break

11:15-12:30 Peer intervention - Procurement Planning and Market Analysis (*Mr. Timo Rantanen, Hansel Oy, Finland & Ms. Kjersti Berg, Difi, Norway*)

12:30 – 13:30 Lunch

13:30– 16:00 Integrity in Public Procurement (*Mr. Paulo Magina, Head of Public Procurement Unit of the OECD*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • National Anti-Corruption Programme of the Republic of Lithuania for 2015-2025 • Interinstitutional Action Plan for the Implementation 2015-2019 of the National Anti-Corruption Programmes • Definition and importance of conflict of interest • Corruption and public procurement (Stats) • Common examples of conflict of interest in public procurement • Negative consequences caused by conflict of interest • Red flags to detect conflict of interest • Preventive measures against conflicts of interests • Remedies, sanctions and penalties
<i>Language of the speaker</i>	English

16:00 – 16:15 Coffee Break

16:15-17:00 Peer intervention – Risk Management and Conflict of Interest (*Mr. Timo Rantanen, Hansel Oy, Finland*)

END OF DAY 3

8 November 2018

09:00- 10:30 Introduction to Strategic procurement (Mr. John Watt, ICLEI)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Primary and secondary objectives of public procurement • Principle of balance • How to implement secondary policy objectives • Strategic procurement in EU Directives • Goals related to strategic procurement in Lithuania
<i>Language of the speaker</i>	English

10:30 – 10:45 Coffee Break

10:45– 13:00 Strategic Public Procurement– Green Procurement (Mr. John Watt, ICLEI)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of green public procurement (GPP) • Using ecolabels and other standards to promote sustainability • Setting GPP criteria to approach environmental impacts • Best practices and case studies
<i>Language of the speaker</i>	English

13:00 – 14:00 Lunch

14:00-14:45 Peer intervention – Strategic Procurement (Mr. Timo Rantanen, Hansel Oy, Finland & Ms. Kjersti Berg, Difi, Norway)

14:45– 17:00 Strategic Public Procurement– SMEs (Mr. John Watt, ICLEI)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of public procurement for SME development • Policy objectives in support of SMEs in tenders • Tools, processes and strategies to support the participation of SMEs in public procurement <ul style="list-style-type: none"> - Formation of consortium - Simplification of procurement processes and documentation - Division of lots into smaller lots - Mitigation of financial burden - Training for SMEs
<i>Language of the speaker</i>	English

END OF DAY 4

9 November 2018

09:00 – 11:00 Strategic Public Procurement / Innovation (*Mr. John Watt, ICLEI*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Defining strategic use of public procurement for innovation • Understanding how public procurement can foster innovation • Key activities to address within the procurement process (pre-tender, tender, and contract management) to make public procurement more innovation friendly • Engaging the market - early market engagement • Using performance-based specifications • Contract performance clauses • Best practices and case studies
<i>Language of the speaker</i>	English

11:00 – 11:15 Coffee Break

11:15 – 12:45 Socially Responsible Public Procurement (*Mr. John Watt, ICLEI*)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of socially responsible public procurement • Verification of social responsibility in supply chains • Incorporating social criteria into the procurement process • International Labour Organisation (ILO) core conventions • Best practices and case studies
<i>Language of the speaker</i>	English

12:45 – 13:45 Lunch

13:45 – 14:00 Conferral of the Certificate of Attendance (Ministry of Economy, PPO, and OECD)

14:00 – 15:30 Training of Trainers (*Ms. Neringa Virbickaite, Consultant of the OECD*)

<i>Content and purpose</i>	For trainers to get a basic knowledge of skills and competencies needed to communicate and carry out training successfully.
<i>Language of the speaker</i>	Lithuanian

15:30 – 15:45 Coffee Break

15:45 – 16:30 Information Session (Mr. Masayuki Omote, OECD)

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Guidance on the Panel Session on January 8th -11th, 2019 • Questionnaire of the workshop
<i>Language of the speaker</i>	English

Annex C. Agenda of the pilot sessions

PILOT SESSION AGENDA: TRAINING OF TRAINERS FOR PUBLIC PROCUREMENT IN LITHUANIA

Date: 8th – 11th January 2019

Venue: Room No 213, Ministry of the Economy and Innovation, Vilnius, Lithuania

Objectives

The objectives of the training workshop are the following:

- To increase the capacity of trainers who were trained during the training of trainers workshop held on November 5-9, 2018.
- To increase the capacity of trainees identified by the government of Lithuania
- To support the development of administrative capacity, training and dissemination of information

Format and Target Audience

This workshop will take place in Vilnius from **Tuesday 08 January to Friday 11 January 2019**. The workshop will provide the participants of the Training of Trainers workshop carried out on November 2018 with the opportunity to improve their capacity as trainers through delivering sessions. In addition, 24 procurement professionals identified by the Government of Lithuania will be invited as the trainees.

The workshop will be conducted mostly in Lithuanian. The training materials will be in Lithuanian.

Review System

The presentations of the trainers will be reviewed by three panels which consist of the following institutions:

- Ministry of Economy and Innovation, Lithuania
- Public Procurement Office, Lithuania
- OECD

At the end of each day, there will be a 30-minute brief feedback sessions from the reviewers. The reviews will also provide the trainers with the detailed written feedback.

OECD
Workshop agenda
January 08-11, 2019

8 January 2019

09:00 – 09:30 Opening Remarks and Introduction

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Discuss the overall objective and purpose of the workshop • Discuss the vision for the public procurement training strategy
<i>Language</i>	Lithuanian and English (with consecutive interpretation)
<i>Speakers</i>	Opening Remarks: Ms. Aurelija Kriščiūnaitė, Head of Public Procurement Policy Division, Ministry of the Economy and Innovation Introduction: Masayuki Omote, OECD

09:30 – 11:15 Public Procurement Law

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Legal framework for public procurement in Lithuania • International practices (EU Directives etc) • Main changes incorporated into the new legislation 2017
<i>Language</i>	Lithuanian
<i>Trainers</i>	Mr. Darius Marma, CPO

11:15 – 11:30 Coffee Break

11:30 – 13:15 Introduction to Public Procurement

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The growing importance of public procurement to organisations • Definition of public procurement • Procurement cycle and its stages • Common public procurement mistakes (irregularities EU)
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Justė Juškienė, European Social Fund Agency Ms. Vilma Miliauskienė, Office of the Chancellery of the Government

13:15 – 14:15 Lunch

14:15 – 16:00 Market Analysis

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The aim of carrying out market analysis • Importance of market analysis for the procurement planning stage • Gathering supplier information • Conflict of interest during the market analysis
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Dalia Vinklerė, Central Project management Agency Ms. Kristina Gaižutienė, CPO LT

16:00 – 16:30 Feedback Session

<i>Content and purpose</i>	• Verbal feedback from the reviewers
<i>Language of the speaker</i>	Lithuanian

END OF DAY 1

9 January 2019

08:00– 10:30 Integrity in Public Procurement

<i>Content and purpose</i>	<ul style="list-style-type: none"> • National Anti-Corruption Programme of the Republic of Lithuania for 2015-2025 • Definition and importance of conflict of interest • Corruption and public procurement (Stats) • Common examples of conflict of interest in public procurement • Negative consequences caused by conflict of interest • Red flags to detect conflict of interest • Preventive measures against conflicts of interests • Remedies, sanctions and penalties
<i>Language</i>	Lithuanian
<i>Trainers</i>	Mr. Marius Dičkus, Ministry of Social Security and Labour Ms. Ramunė Žičkutė Artamonova, Ministry of Energy Mr. Audrius Vaznelis, Municipality of Vilnius City

10:30 – 10:45 Coffee Break**10:45 – 12:45 Technical Specification – Basic**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Objective of technical specifications • Principles of drafting technical specifications • Unclear and discriminatory technical specifications
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Elmyra Vysockaja, Ministry of Culture Dr. Svetlana Kauzoniene, Lithuanian University of Health Sciences

12:45 – 13:45 Lunch break**13:45 – 14:45 Technical Specification – Advance**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Difference between traditional technical specifications and performance-based technical specifications
<i>Language</i>	Lithuanian
<i>Trainers</i>	Mr. Tomas Vitkauskas, Lithuanian Business Support agency Ms. Dalia Sereikaitė, Ministry of Agriculture

14:45 – 15:00 Coffee Break**15:00 – 16:00 Introduction to Strategic Procurement**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Primary and secondary objectives of public procurement • Principle of balance • How to implement secondary policy objectives • Strategic procurement in EU Directives • Goals related to strategic procurement in Lithuania
<i>Language</i>	Lithuanian
<i>Trainer</i>	Ms. Rita Mažeikaitė, Kaunas University of Technology

16:00 – 16:30 Feedback Session

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Verbal feedback from the reviewers
<i>Language</i>	Lithuanian

END OF DAY 2

10 January 2019

08:00– 10:00 Award Criteria – Basic

<i>Content and purpose</i>	<ul style="list-style-type: none"> • The purpose of award criteria • The principles of award criteria, such as equal treatment and non-discrimination, transparency • MEAT criteria (Price, Cost, and BPQR) • How to set technical criteria
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Dovilė Čemertinienė, Klaipėda Seamen's Hospital Ms. Rasa Gadišauskienė, Republican Kaunas Hospital Mr. Vilius Kuzminskas, Ministry of National Defence

10:00 – 10:15 Coffee Break**10:15– 12:00 & 13:00 - 13:45 Award Criteria – Advance**

<i>Content and purpose</i>	• How to develop formulae and scoring rules for award criteria
<i>Language</i>	Lithuanian
<i>Trainers</i>	Mr. Žilvaras Gelumauskas, Republican Vilnius University Hospital Mr. Dainius Navickas, CPO LT

12:00 – 13:00 Lunch break**13:00 - 13:45 Award Criteria – Advance (continued)****13:45 – 14:00 Coffee Break****14:00– 16:30 Strategic Public Procurement– Green Procurement**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of green public procurement (GPP) • Using ecolabels and other standards to promote sustainability • Setting GPP criteria to approach environmental impacts • Best practices and case studies
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Audronė Alijošiutė-Paulauskienė, Baltic Environmental Forum Ms. Arūnė Andrulionienė, Public Procurement Office

16:30 – 17:00 Feedback Session

<i>Content and purpose</i>	• Verbal feedback from the reviewers
<i>Language</i>	Lithuanian

END OF DAY 3

11 January 2019

08:00– 10:15 Strategic Public Procurement– SMEs

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of public procurement for SME development • Policy objectives in support of SMEs in tenders • Tools, processes and strategies to support the participation of SMEs in public procurement <ul style="list-style-type: none"> - Formation of consortium - Simplification of procurement processes and documentation - Division of lots into smaller lots - Mitigation of financial burden - Training for SMEs
<i>Language</i>	Lithuanian
<i>Trainers</i>	Mr. Karolis Žižys, Public Procurement Office Ms. Loreta Juškaitė-Pečul, Public Procurement Office

10:15 – 10:30 Coffee Break**10:30 – 12:00 Socially Responsible Procurement**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Definition and importance of socially responsible public procurement • Verification of social responsibility in supply chains • Incorporating social criteria into the procurement process • International Labour Organisation (ILO) core conventions • Best practices and case studies
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Lina Romančikė, CPO LT Mr. Gediminas Golcevas, Public Procurement Office

12:00 – 13:00 Lunch**13:00 – 15:00 Strategic Public Procurement / Innovation**

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Defining strategic use of public procurement for innovation • Understanding how public procurement can foster innovation • Key activities to address within the procurement process to make public procurement more innovation friendly • Engaging the market - early market engagement • Using performance-based specifications • Contract performance clauses • Best practices and case studies
<i>Language</i>	Lithuanian
<i>Trainers</i>	Ms. Laura Kuoraitė, Public Procurement Office

15:00 – 15:30 Feedback Session

<i>Content and purpose</i>	• Verbal feedback from the reviewers
<i>Language</i>	Lithuanian

15:30 – 15:45 Closing Session

<i>Content and purpose</i>	<ul style="list-style-type: none"> • Conferral of the Certificate of Attendance • Closing remarks
<i>Language</i>	Lithuanian and English

END OF DAY 4

Annex D. Result of the evaluation of the ToT Workshop

Questions		Excellent	Good	Average	Poor	Very Poor
DAY 1						
Public Procurement Law	1. Content of the module	81.0%	9.5%	9.5%		
	2. Usefulness of the module	61.9%	33.3%	4.8%		
	3. Training material (presentations)	76.2%	23.8%			
Introduction to Public Procurement	1. Content of the module	54.5%	40.9%	4.5%		
	2. Usefulness of the module	40.9%	40.9%	18.2%		
	3. Training material (presentations)	59.1%	40.9%			
Market Analysis and Consultation	1. Content of the module	81.8%	13.6%	4.5%		
	2. Usefulness of the module	90.9%	9.1%			
	3. Training material (presentations)	77.3%	18.2%	4.5%		
DAY 2						
Technical Specification – Basic	1. Content of the module	82.6%	13.0%	4.3%		
	2. Usefulness of the module	73.9%	21.7%	4.3%		
	3. Training material (presentations)	78.3%	8.7%	8.7%	4.3%	
Technical Specification – Advance	1. Content of the module	87.0%	8.7%	4.3%		
	2. Usefulness of the module	82.6%	17.4%			
	3. Training material (presentations)	78.3%	8.7%	8.7%	4.3%	
Peer intervention- Technical Specification	1. Content of the module	78.3%	17.4%	4.3%		
	2. Usefulness of the module	78.3%	21.7%			
	3. Training material (presentations)	78.3%	13.0%	4.3%	4.3%	
Award Criteria – Basic	1. Content of the module	73.9%	21.7%	4.3%		
	2. Usefulness of the module	69.6%	21.7%	8.7%		
	3. Training material (presentations)	69.6%	17.4%	8.7%	4.3%	
DAY 3						
Award Criteria - Advance	1. Content of the module	78.3%	17.4%	4.3%		
	2. Usefulness of the module	82.6%	13.0%	4.3%		
	3. Training material (presentations)	65.2%	21.7%	8.7%	4.3%	
Peer intervention Procurement Planning and Market Analysis	1. Content of the module	60.9%	30.4%	4.3%	4.3%	
	2. Usefulness of the module	65.2%	30.4%	4.3%		
	3. Training material (presentations)	63.6%	22.7%	9.1%	4.5%	
Integrity in Public Procurement	1. Content of the module	52.2%	34.8%	13.0%		
	2. Usefulness of the module	56.5%	34.8%	8.7%		
	3. Training material (presentations)	56.5%	39.1%	4.3%		
Peer intervention Risk Management and Conflict of Interest	1. Content of the module	73.9%	26.1%			
	2. Usefulness of the module	73.9%	21.7%	4.3%		
	3. Training material (presentations)	73.9%	21.7%	4.3%		
DAY 4						
Introduction to Strategic procurement	1. Content of the module	43.5%	43.5%	13.0%		
	2. Usefulness of the module	43.5%	39.1%	17.4%		
	3. Training material (presentations)	47.8%	39.1%	13.0%		
Strategic Public Procurement Green Procurement	1. Content of the module	60.9%	30.4%	8.7%		
	2. Usefulness of the module	68.2%	18.2%	9.1%	4.5%	
	3. Training material (presentations)	59.1%	31.8%	9.1%		

Peer intervention	1. Content of the module	50.0%	40.0%	10.0%
Strategic Procurement	2. Usefulness of the module	42.9%	38.1%	19.0%
	3. Training material (presentations)	47.6%	52.4%	
	1. Content of the module	57.1%	33.3%	9.5%
Strategic Public Procurement SMEs	2. Usefulness of the module	47.6%	28.6%	23.8%
	3. Training material (presentations)	57.1%	33.3%	9.5%
	DAY 5			
Strategic Public Procurement Innovation	1. Content of the module	61.9%	28.6%	9.5%
	2. Usefulness of the module	47.6%	42.9%	9.5%
	3. Training material (presentations)	66.7%	28.6%	4.8%
Socially Responsible Procurement	1. Content of the module	59.1%	31.8%	9.1%
	2. Usefulness of the module	68.2%	18.2%	13.6%
	3. Training material (presentations)	59.1%	27.3%	13.6%
Training of Trainers	1. Content of the module	81.8%	13.6%	4.5%
	2. Usefulness of the module	77.3%	18.2%	4.5%
	3. Training material (presentations)	86.4%	4.5%	4.5%
GENERAL				
1. Facilities		31.8%	40.9%	9.1%
2. Equipment of translation		93.8%	6.3%	
3. Simultaneous Interpreters		100.0%		
4. Refreshments (coffee)		14.3%	38.1%	14.3%

Improving Lithuania's Public Procurement System

COMPONENT 1 – IMPLEMENTATION OF PROFESSIONALISATION AND CERTIFICATION FRAMEWORKS

For more information visit:

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