

# **RANKING OF INSTITUTIONS**

**ACCORDING TO THEIR  
ANTICORRUPTION  
PERFORMANCE IN  
PUBLIC PROCUREMENT**



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Skopje, March 2024



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## INTRODUCTION AND METHODOLOGY NOTES

In the Republic of North Macedonia, public procurements account for 24% of the state budget and 8% of the gross domestic product. Public procurements, whose annual value exceeds 1 billion EUR, are particularly susceptible to corruption, hence, additional efforts at systemic and institutional level are needed to narrow opportunities for corruption in this sphere.

At systemic level, anticorruption efforts need to be taken by all competent institutions and state bodies responsible for detecting and sanctioning corruption, starting with the Bureau of Public Procurement and the State Commission on Public Procurement Appeals, through the Commission for Protection of Competition and the State Audit Office, and ending with the State Commission for Prevention of Corruption and the judiciary.

At institutional level, anticorruption efforts require a measurable and sustainable method to assess ability of individual institutions to prevent corruption in public procurement. Notably, it is the institutions that hold primary responsibility for lawful implementation of tender procedures and for effective and efficient public spending under public procurement procedures.

This instrument was developed for that purpose and it measures anticorruption performance in public procurement of individual institutions. More specifically, the instrument is based on 32 indicators that allow objective assessment of institutional and operational capacity in all stages of public procurement, i.e. during the pre-tender, tender and post-tender stage.

The pre-tender stage covers indicators related to the institution's staff capacity for implementation of public procurements, enforcement of adequate internal policies and procedures, as well as indicators used to measure anticorruption performance in public procurement planning.

The tender stage covers indicators related to the manner in which public procurements are implemented, such as: tender documents used, competition enabled, concentration of bidding companies, contracts awarded to one company, contracts awarded under non-transparent procedures, appeals lodged by tender participants, etc.

The post-tender stage covers indicators related to established system for monitoring implementation of public procurement contracts, adherent performance of contracts signed and transparency. Detailed overview of all 32 indicators used to measure anticorruption performance in public procurement is given at the end of this analysis.

The final indicators used to assess and rank the institutions according to their anticorruption performance in public procurement were selected by:

- evaluating relevance, contemporaneity and plausibility of indicators currently used by CCC;
- gathering knowledge about new needs and measurements of corruption in public procurement; and
- researching similar measurements in other countries across the world.

Each indicator is defined in terms of its title, possible answers, source of information, coefficient and weight, and possible points that could be assigned.



All 32 indicators carry a maximum value of 2 points each, which means that an individual institution can earn a total of 64 points, accounting for performance score of 100%.

After being awarded points under each indicator, the institution is ranked according to its performance score, expressed as percentage, and grouped into one of the three general categories that resemble the traffic light system (red, yellow and green), which actually allows simplified and reader-friendly understanding by the wider audience and citizens.

**The ranking of institutions according to their anticorruption performance in public procurements is made on the following scale:**

0% to 50%	LOW LEVEL
50% to 80%	MEDIUM LEVEL
80% to 100%	HIGH LEVEL

Here it should be noted that low level of anticorruption performance does not necessarily imply corruption in public procurements implemented by that institution, but means that insufficient measures are taken for protection against corruption, indicating lack of efficiency and potential for corruption.

The analysis involved calculation of indicator values for 100 institutions at both central and local level of government, i.e. government, ministries, government secretariats, and all local self-government units. More specifically, indicator value calculations were made by processing and analysing relevant data for all 5,138 public procurement procedures implemented in 2022 by the institutions covered by this ranking effort, in total value of 17.4 billion MKD (283 million EUR), while some datasets were obtained directly from the institutions under the instrument for free access to public information.

Furthermore, this analysis is in line with the requirements for the state put forward by the European Union, having in mind that in its most recent country report the European Commission that “national authorities should introduce more effective anticorruption measures across the procurement cycle”.



## ANALYSIS OF ANTICORRUPTION PERFORMANCE IN PUBLIC PROCUREMENT AMONG MINISTRIES

**N**one of the ministries has demonstrated high level of protection against corruption when implementing public procurements. The government, its secretariates<sup>1</sup> and ministries barely achieved medium level of anticorruption performance in public procurement with an average score of 57% from possible 100%. The Ministry of Education and Science, Ministry of Interior, Ministry of Environment and Spatial Planning and Ministry of Political System and Inter-Community Relations are assessed as being most susceptible to corruption in the field of public procurement.

The ranking according to 32 indicators on anticorruption performance in public procurement qualifies the institutions into one of three performance categories - high, medium and low level of protection against corruption. A more in-depth analysis shows that four ministries are qualified in the red zone, i.e. have earned low anticorruption performance scores (below 50%) according to the manner in which they implement public procurements. The remaining government institutions are qualified in the yellow zone with medium anticorruption performance score ranging from 50% to 80%.

Ranking of the government and line ministries  
according to their anticorruption performance in public procurement



The lowest level of anticorruption performance in public procurement is noted with the Ministry of Education and Science and the Ministry of Interior with performance score of only 39% from possible 100%. Next is the Ministry of Environment and Spatial Planning with performance score of 44% and the Ministry of Political System and Inter-Community Relations with 48%.

Low level of performance does not necessarily imply corruption in public procurements at that institution, but means that all possible measures have not been taken to prevent its occurrence, resulting in higher likelihood for corruption at the institution.

The best anticorruption performance of 72% is observed with the Ministry of Defence and the Ministry of Agriculture, Forestry and Water Economy. However, these two institutions achieved only medium level of anticorruption performance.

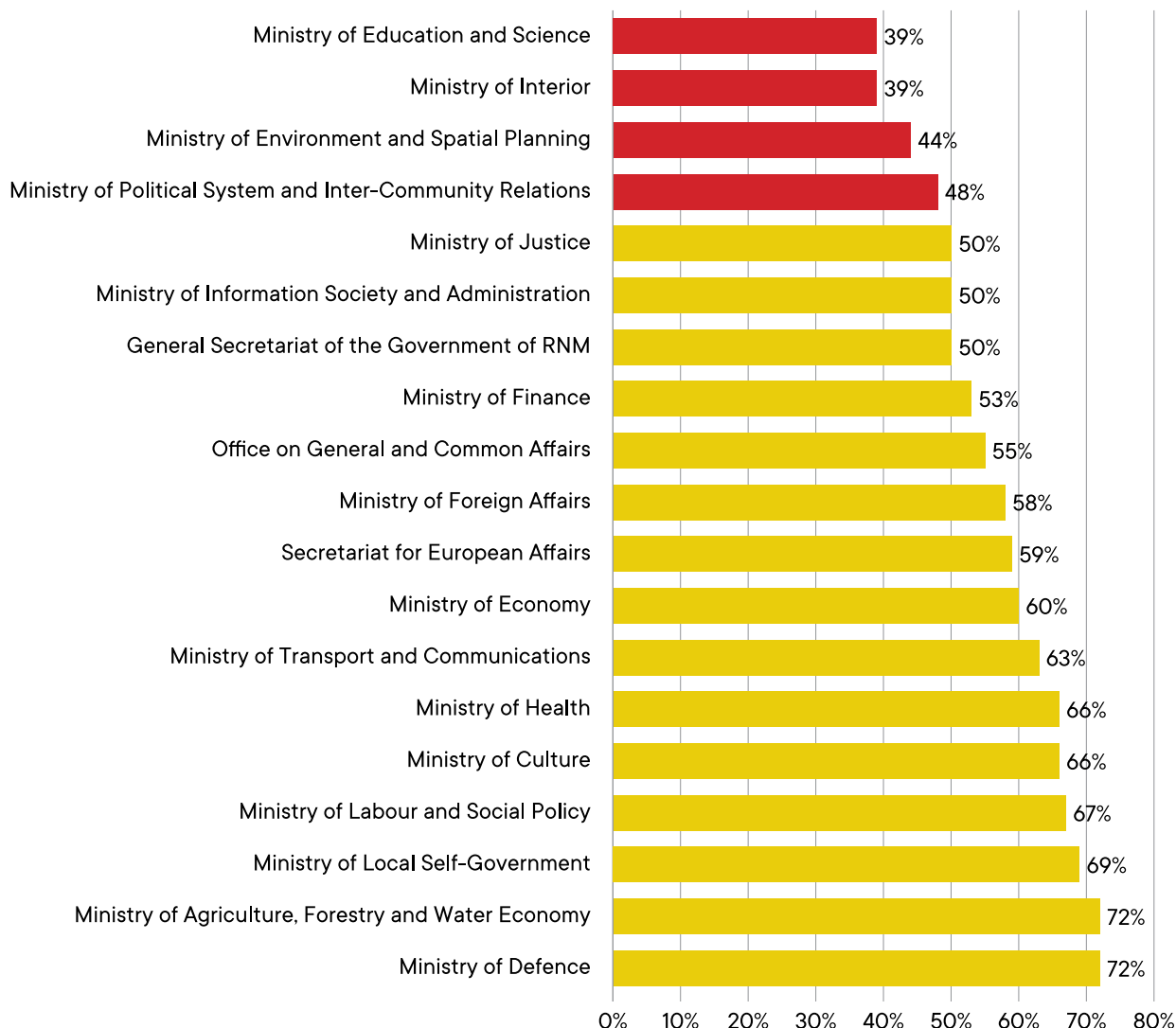
<sup>1</sup> In 2022, the Secretariat for Legislation of the Government of RNM has implemented only two public procurement procedures in total value of 477,963 MKD. Given the small number of tender procedures implemented by this institution, it was deemed that its ranking would be inappropriate.





None of the ministries has achieved performance score above 80% in order to be qualified in the green zone of high anticorruption performance level.

**Anticorruption performance scores among the government and its ministries**



The ministries ranked at the bottom according to their anticorruption performance in public procurement do not have all necessary internal procedures in place, show weaknesses in public procurement planning, lack sufficient competition in tender procedures, have high share of tender procedures with participation of only one company, frequently annul their tender procedures, do not publish notifications on contracts signed in timely manner, have above-average share of appeals relative to their total number of procurement notices, etc.

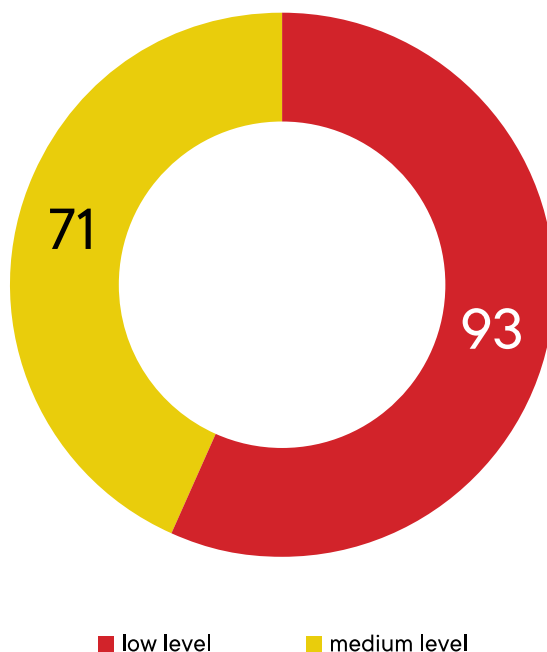
**More than half of the total value of public procurements implemented by the government and its ministries was actually spent by institutions with low anticorruption performance scores. The four ministries qualified in the group of low anticorruption performance together have awarded public procurement contracts in the value of 93 million EUR in year, contrary to the ministries and government secretariats with medium anticorruption performance which have cumulatively spent 71 million EUR.**



In the course of 2022, the government, ministries and secretariats implemented a total of 1,263 public procurement procedures. The value of these contracts amounted to 10 billion MKD, i.e. 164 million EUR. While only 4 from total of 19 government institutions are ranked in the red zone with low anticorruption performance score, they account for more than half of the total amount of funds spent on public procurements (57%).

More specifically, in 2022, the Ministry of Education and Science, Ministry of Interior, Ministry of Environment and Spatial Planning and Ministry of Political System and Inter-Community Relations have awarded a total of 363 contracts in cumulative value of 5.7 billion MKD, i.e. 93 million EUR. The other government institutions have awarded 1,018 contracts in total, accounting for 4.4 billion MKD, i.e. 71 million EUR.

**Value of public procurement per anticorruption performance level, in 2022 (million EUR)**



As shown in the table below, the highest value share is calculated for the Ministry of Interior, which has awarded 216 contracts in the amount of 4.4 billion MKD, i.e. 68 million EUR, placing this institution at the top of this list. Second place is held by the Ministry of Defence which is not qualified in the red zone, but still shows large space for improvement.



Number and value of contracts awarded by the ministries in 2022\*

Institution	Number of contracts awarded	Value of contracts awarded (in MKD)	Value of contracts awarded (in EUR)
Ministry of Interior	216	4,192,782,093	68,175,319
Ministry of Defence	356	1,242,850,087	20,208,945
Ministry of Health	65	1,227,332,058	19,956,619
Ministry of Education and Science	71	1,006,663,888	16,368,519
Ministry of Environment and Spatial Planning	54	488,037,869	7,935,575
General Secretariat of the Government of RNM	36	484,853,451	7,883,796
Ministry of Agriculture, Forestry and Water Economy	78	303,081,707	4,928,158
Ministry of Transport and Communications	74	268,565,606	4,366,920
Ministry of Information Society and Administration	30	244,628,910	3,977,706
Office on General and Common Affairs	91	196,093,086	3,188,505
Ministry of Finance	84	162,127,408	2,636,218
Ministry of Foreign Affairs	61	86,846,407	1,412,137
Ministry of Justice	35	42,259,162	687,141
Ministry of Labour and Social Policy	40	42,132,739	685,085
Ministry of Economy	26	38,337,166	623,369
Ministry of Political System and Inter-Community Relations	22	33,304,247	541,532
Secretariat for European Affairs	16	26,592,002	432,390
Ministry of Culture	16	18,377,666	298,824
Ministry of Local Self-Government	10	2,458,304	39,972

\* the institutions are ranked according to the scope of their public procurements

Importance of the overview according to the value of public procurements at the level of individual institutions arises from the fact that responsibility for improving anticorruption performance in public procurement should be greater in proportion to increasing value of procurement contracts awarded by the institution. Hence, it should be rightfully expected from bigger institutions to use resources they dispose with to improve their staff and institutional capacity for implementation of public procurements.

**At the Government's General Secretariat, one public procurement officer implements only 3 tender procedures annually, but this average is 13 times higher at the Ministry of Interior, meaning that one public procurement officer implements as many as 39 tender procedures annually. Except for MoI, insufficient staff in the field of public procurements is also noted at the Ministry of Transport and Communications, Ministry of Environment and Spatial Planning, and Ministry of Justice.**

The list of 32 indicators used to assess anticorruption performance in public procurement begins with those related to the institution's staff capacity for implementation of public procurements. In that, the institution is assessed in terms of the number of public procurement officers/employees, how many of them have valid certificate on passed exam for public procurement, and the number of tender procedures implemented by one public procurement officer.

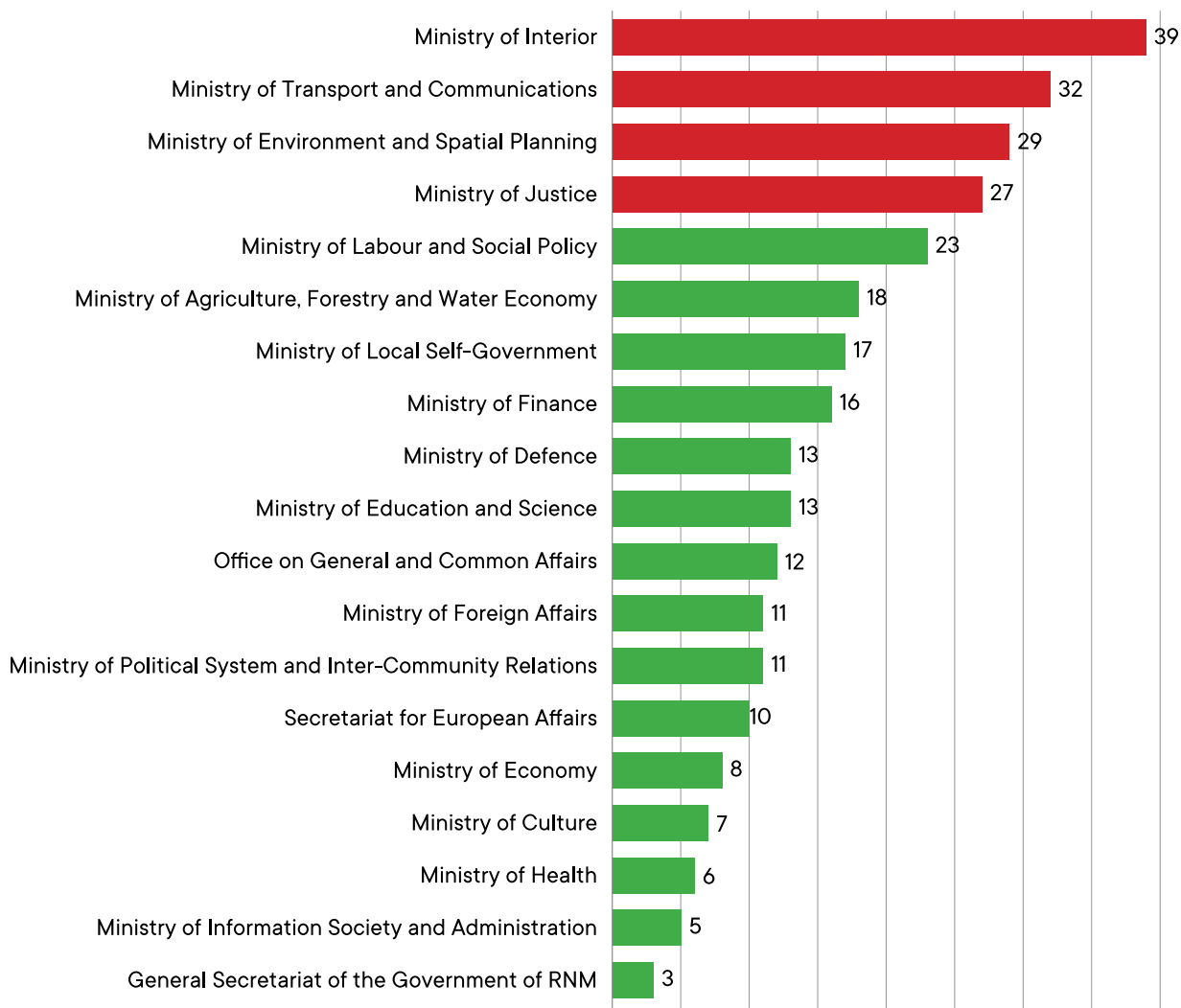
The highest number of public procurement officers, all with passed exams, is noted with the Ministry of Defence (22), followed by 8 officers at the Government's General Secretariat, then the Office on General and Common Affairs (7) and the Ministry of Finance and Ministry of Education and Science (6 officers each). Same number of public procurement officers (5) is observed at the Ministry of Interior, Ministry of Foreign Affairs,



and Ministry of Health. However, it should be noted that the total value of procurements implemented by Mol amounted to 4.2 billion MKD (68 million EUR), while MFA has spent 48 times less funds, i.e. around 87 million MKD (1.4 million EUR). This situation is, most certainly, indicative of the lack of any standards on the number of public procurement officers at government institutions depending on the scope of their public procurements.

Under the indicator on the number of tender procedures per public procurement officer, positive assessment is assigned to the institution that implements less than 24 procedures per officer. As shown on the chart below, one public procurement officer at the General Secretariat of the Government implements only 3 tender procedures per year, while one officer at the Ministry of Interior implements as many as 39 tender procedures per year. Except for Mol, lack of public procurement officers is also observed at the Ministry of Transport and Communications, Ministry of Environment and Spatial Planning, and Ministry of Justice.

Number of tender procedures per public procurement officer



\* data processed and shown on the chart were obtained in 2023

In the case of all institutions ranked, the analysis established rotation of members in public procurement committees, which is positively assessed.



**Low share of changes to the annual public procurement plan is noted only with the Ministry of Local Self-Government, accompanied by high implementation rate of the plan. However, this situation has been facilitated by the small scope of public procurements implemented by this institution, which was not observed with other ministries. The highest share of changes to annual public procurement plans is noted with the Ministry of Political System and Inter-Community Relations, while the Ministry of Finance demonstrated lowest implementation rate of the annual plan (29%).**

In respect to public procurement planning, positive assessment is assigned to the institution that has made changes to its public procurement plan in the scope of less than 10% and when the implementation rate of its plan exceeds 95%. The medium performance level under these indicators is defined as changes to the public procurement plan in the scope from 10% to 30% and the implementation rate of the plan ranges from 75% to 95%.

#### Scope of changes and implementation rate of annual public procurement plans \*

Institution	Changes made to the annual plan	Implementation rate of the annual plan
Ministry of Political System and Inter-Community Relations	39%	88%
Ministry of Environment and Spatial Planning	22%	64%
General Secretariat of the Government of RNM	21%	44%
Ministry of Finance	21%	71%
Ministry of Culture	18%	76%
Ministry of Labour and Social Policy	18%	55%
Ministry of Interior	17%	51%
Ministry of Education and Science	17%	39%
Ministry of Health	16%	39%
Ministry of Defence	15%	69%
Ministry of Transport and Communications	13%	60%
Ministry of Agriculture, Forestry and Water Economy	11%	53%
Ministry of Justice	11%	55%
Ministry of Foreign Affairs	9%	70%
Ministry of Local Self-Government	8%	100%
Office on General and Common Affairs	6%	69%
Ministry of Economy	6%	60%
Secretariat for European Affairs	5%	72%
Ministry of Information Society and Administration	2%	47%

\* data processed and shown in the table concern the year 2022

In terms of established system for monitoring implementation of public procurement plans, 3 ministries reported they do not have such system in place, those being: Ministry of Environment and Spatial Planning, Ministry of Local Self-Government and Ministry of Education and Science.

Only 7 from total of 19 government institutions adherently enforce provisions from the Law on Public Procurements and develop elaborations on the procurement's need. The situation is somewhat better in respect to internal rules on setting the procurement's estimated value, which have been adopted by 11 from 19 institutions ranked. Moreover, the same number of institutions reported existence of internal rules that govern development of technical specifications.



**A dominant share of ministries adherently comply with law-stipulated deadlines for bid submission which are relatively short and challenging for smaller companies. In respect to electronic auctions, high use of this instrument (in more than 80% of tender procedures) is observed with 6 ministries.**

In the process of implementing tender procedures, the institution's anticorruption performance is also assessed in terms of setting deadlines for bid submission (these should be longer than the law-stipulated minimum), as well as use of electronic auctions (e-auctions). The need for setting longer deadlines for bid submission arises from the intention to stimulate greater competition and allow companies longer period for development of their bids. In the case of e-auctions, high use of this instrument is negatively assessed because it facilitates corruptive arrangements among the companies that cause serious problems in the sphere of public procurements in terms of market division and price gouging to unrealistically high levels.

The analysis of anticorruption performance shows that as many as 11 from 19 institutions have set deadlines at the level of the law-stipulated minimum which, in the case of the most frequently used types of procedures, are defined in duration of 7 days for "low-value procurements" and 15 days for "simplified open procedures". The list of institutions that adherently comply with law-stipulated minimum deadlines includes the General Secretariat of the Government, SEA and the Ministries of Interior, Economy, Health, Information Society and Administration, Culture, Local Self-Government, Political System and Inter-Community Relations, Justice, and Labour and Social Policy.

In the case of e-auctions, high use of this instrument in more than 80% of tender procedures is observed with 6 ministries (Interior, Environment and Spatial Planning, Culture, Education and Science, Labour and Social Policy, and Transport and Communications) and the Government's Office on General and Common Affairs (OGCA).

**The average number of bids per tender procedure among the government and line ministries is lower than the national average. The lowest number is calculated for the Ministry of Finance and stands at only 1.89 bids per tender procedure, while the highest number of 4.23 bids per tender procedure is noted with the Ministry of Culture.**

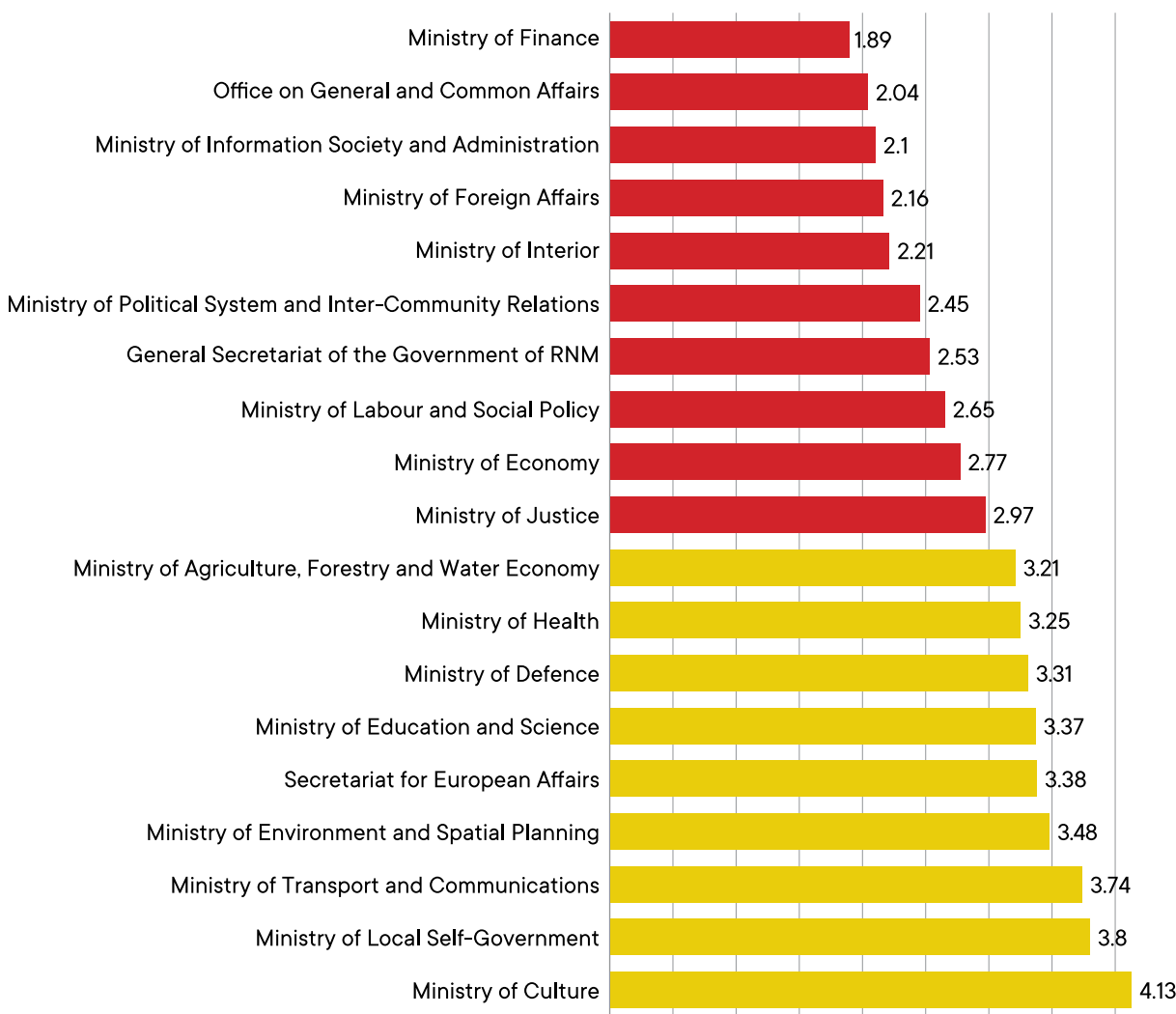
In the process of implementing public procurements, the institutions are assessed against a series of indicators most of which reflect the level of competition in public procurements. The first indicator from this series is related to the average number of bids per tender procedure.

Calculation of the number of bids across all public procurement contracts awarded in 2022 by the institutions ranked in this analysis shows that the average number of bids per tender procedure among government institutions accounts for 2.91 and is lower than the national average of 3.01 bids per tender procedure.

As shown on the chart below, the lowest number of bids is noted with the Ministry of Finance and accounts for only 1.89 bids per tender procedures, while the highest number of 4.12 bids per tender procedure is noted with the Ministry of Culture. Viewed in terms of anticorruption performance, positive assessment is assigned to the institution whose average number of bids per tender procedure is higher than 3.01 and vice versa.



Average number of bids per tender procedure



**The Ministries of Finance, Information Society and Administration, Political System and Inter-Community Relations, Labour and Social Policy, and Interior, as well as the Government's Office on General and Common Affairs have been assigned the worst performance scores in respect to tender procedures presented with only one bid both in terms of their number in all public procurement procedures and in terms of their value share in all public procurement procedures.**

Having in mind that competition among economic operators is among the key principles underlying public procurement, this ranking effort included a set of indicators related to this important principle.

This involves calculation of the number of tender procedures organized by individual institutions ranked and presented with only one bid, as well as the value share of such tender procedures in the total value of all contracts awarded. In that, positive assessment is assigned to the institution whose share of tender procedures with only one bid accounts for up to 10% of all contracts awarded and when the value share of such tender procedures does not exceed 38%, which is the national average for the year 2022.

Under these indicators, the worst performance score is calculated for the Ministry of Finance which has received only one bid in 55% of all contracts awarded in 2022. More specifically, this ministry has awarded a total of 84 contracts of which 46 were awarded under tender procedures marked by participation of only one bidder. The value of these contracts amounts to 1.4 million EUR and accounts for a share of 54% in the total value of this institution's public procurements in 2022.



As shown in the table below, the Ministry of Information Society and Administration is the second worst-ranked institution on the grounds that the share of contracts awarded under tender procedures presented with only one bid accounts for 47%. In that, 14 from total of 30 contracts awarded by this institution had been presented with only one bid. The value of these contracts amounts to 3.8 million EUR and their value share accounts for 97%. Exceptionally poor performance scores under these two indicators are also observed also with the Office on General and Common Affairs, Ministry of Political System and Inter-Community Relations, Ministry of Labour and Social Policy, and Ministry of Interior.

The Ministry of Local Self-Government is the only institution in this group that did not have any tender procedures marked by participation of only one bidder. However, this contracting authority has implemented the lowest number of tender procedures (17) and has awarded the lowest number of contracts (10) in cumulative value of almost 40 thousand EUR.

**Share of tender procedures presented with only one bid in all public procurement procedures**

Institution	Share of tender procedures presented with one bid	Value share of tender procedures presented with one bid
Ministry of Finance	55%	54%
Ministry of Information Society and Administration	47%	97%
Office on General and Common Affairs	47%	42%
Ministry of Political System and Inter-Community Relations	41%	43%
Ministry of Labour and Social Policy	40%	45%
Ministry of Interior	38%	48%
Ministry of Education and Science	37%	22%
Ministry of Foreign Affairs	36%	54%
Ministry of Environment and Spatial Planning	31%	20%
Secretariat for European Affairs	31%	13%
Ministry of Economy	31%	11%
General Secretariat of the Government of RNM	31%	7%
Ministry of Agriculture, Forestry and Water Economy	29%	31%
Ministry of Justice	29%	22%
Ministry of Health	26%	32%
Ministry of Defence	22%	6%
Ministry of Transport and Communications	22%	2%
Ministry of Culture	19%	17%
Ministry of Local Self-Government	0%	0%

**In the case of 8 ministries, the analysis observed high concentration of one company in the total value of the institution's public procurements that exceeds 30%.**

The ranking of institutions according to their anticorruption performance in public procurement also assesses the level of dominance by one company in all public procurement contracts awarded by the institution. In that, the scoring system for this indicator does not use the absolute amount of funds, but rather the value share of contracts awarded to one company in the total value of all contracts awarded. Negative assessment is assigned to the institution where the concentration of one company in all contracts exceeds 30%. As shown in the table below, the highest share of one company in the total value of all contracts is observed with the General Secretariat of the Government of RNM. It is a matter of two contracts awarded to the Company for Communication Services A1 MACEDONIA LLC SKOPJE for





procurement of software licenses for virtual platform and procurement of data archiving and data protection system. In absolute amounts, the greatest domination of one company is noted with the Ministry of Interior and concerns one contract awarded in the value of 21.1 million EUR. It is a matter of framework agreement for procurement of electricity signed with the Limited Liability Company *ESM SALES LLC SKOPJE* for a period of 36 months.

#### Concentration of one company in public procurement contracts

Institution	Value of contracts signed with one company (concentration) (in EUR)	Share in total value of public procurements
General Secretariat of the Government of RNM	6,168,557	78%
Ministry of Economy	420,661	67%
Ministry of Environment and Spatial Planning	4,068,749	51%
Ministry of Information Society and Administration	1,785,701	45%
Ministry of Political System and Inter-Community Relations	191,870	35%
Ministry of Defence	7,148,114	35%
Ministry of Agriculture, Forestry and Water Economy	1,668,970	34%
Ministry of Interior	21,105,691	31%
Ministry of Local Self-Government	11,512	29%
Secretariat for European Affairs	123,212	28%
Ministry of Education and Science	4,654,146	28%
Ministry of Justice	191,102	28%
Ministry of Foreign Affairs	374,146	26%
Ministry of Labour and Social Policy	172,683	25%
Ministry of Transport and Communications	1,010,425	23%
Ministry of Culture	57,561	19%
Ministry of Health	3,582,071	18%
Ministry of Finance	345,366	13%
Office on General and Common Affairs	385,081	12%

**Only two government institutions do not have high share of annulled tender procedures, those being the Ministry of Economy and the Ministry of Culture. The highest share of annulled tender procedures in all public procurement procedures implemented by the institution is noted with the Ministry of Interior and the Ministry of Defence.**

The next indicator used to assess anticorruption performance in public procurement concerns annulment of tender procedures. The standard value for assessment of this indicator is the average share of annulled tender procedures at national level, which stood at 31% in 2022. As shown in the table below, the maximum 2 points are assigned only to 2 ministries (Economy and Culture). The highest share of annulled tender procedures in all public procurement procedures organized by the institution is observed with the Ministry of Interior, Ministry of Defence, General Secretariat of the Government, Ministry of Finance, Ministry of Health, and Ministry of Local Self-Government. All remaining government institutions are qualified in the yellow zone, which means that their share of annulled tender procedures in all public procurement procedures are calculated in the range from 15.5% to 31%.



Share of annulled tender procedures in 2022

Institution	Total number of public procurements	Total number of annulled tender procedures	Fully annulled tender procedures	Partially annulled tender procedures
Ministry of Interior	196	180	102	78
Ministry of Defence	280	174	93	81
Ministry of Finance	98	34	29	5
Ministry of Transport and Communications	95	18	16	2
Ministry of Education and Science	75	18	12	6
Ministry of Justice	53	16	15	1
Ministry of Foreign Affairs	53	15	10	5
Ministry of Labour and Social Policy	46	14	7	7
Ministry of Environment and Spatial Planning	58	13	12	1
Office on General and Common Affairs	82	13	9	4
Ministry of Health	31	13	2	11
Ministry of Agriculture, Forestry and Water Economy	55	11	8	3
General Secretariat of the Government	24	10	7	3
Ministry of Local Self-Government	17	7	6	1
Ministry of Political System and Inter-Community Relations	21	5	5	0
Secretariat for European Affairs	20	5	5	0
Ministry of Economy	24	3	3	0
Ministry of Information Society and Administration	21	3	3	0
Ministry of Culture	14	2	1	1

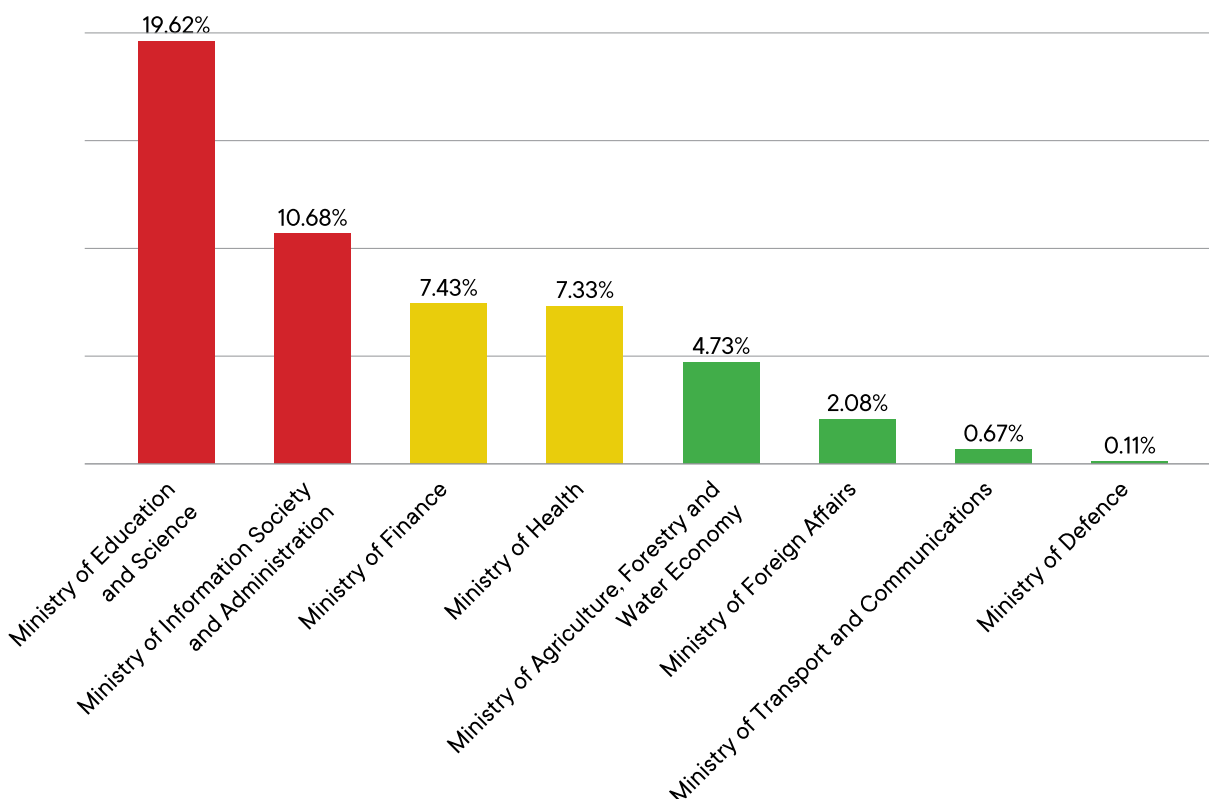
**High use of non-transparent procedures for awarding public procurement contracts, i.e. negating procedure without previously announced procurement notice is observed with the Ministry of Education and Science and the Ministry of Information Society and Administration.**

The measurement of anticorruption performance in public procurement also includes an indicator related to use of non-transparent negotiating procedure without previously announced procurement notice whereby a negative assessment is assigned to the institution whose share of this type of procurement procedures exceeds 10%.

As shown on the chart below, the highest share of contracts awarded under non-transparent procedure is noted with the Ministry of Education and Science which has awarded contracts in cumulative value of 3.2 million EUR and a value share of 19.62%. High use of such contracts is also noted with the Ministry of Information Society and Administration accounting for share of 10.68% in all tender procedures and cumulative value of 425 thousand EUR.



Value share of tender procedures organized without previously announced procurement notice,  
i.e. direct negotiations with the companies



**In the segment on legal protection, the government and most ministries have above-average number of appeals lodged against their tender procedures.**

In respect to legal protection in public procurements, this ranking effort takes into account two important indicators related to the number of appeals lodged before the State Commission on Public Procurement Appeals by companies participating in tender procedures and the share of approved appeals in all appeals lodged. In that, the performance measurement process uses relative data, i.e. the share of appeals in the total number of tender procedures and the share of approved appeals in the total number of appeals lodged at the level of individual institutions. Positive assessment is assigned to the institution whose share of appeals in the total number of tender procedures is below the national average of 3.27% and whose share of approved appeals is below the national average of 40.30%.

In 2022, only 3 ministries were not subject of appeals against their tender procedures those being the Ministry of Economy, Ministry of Culture and Ministry of Local Self-Government.

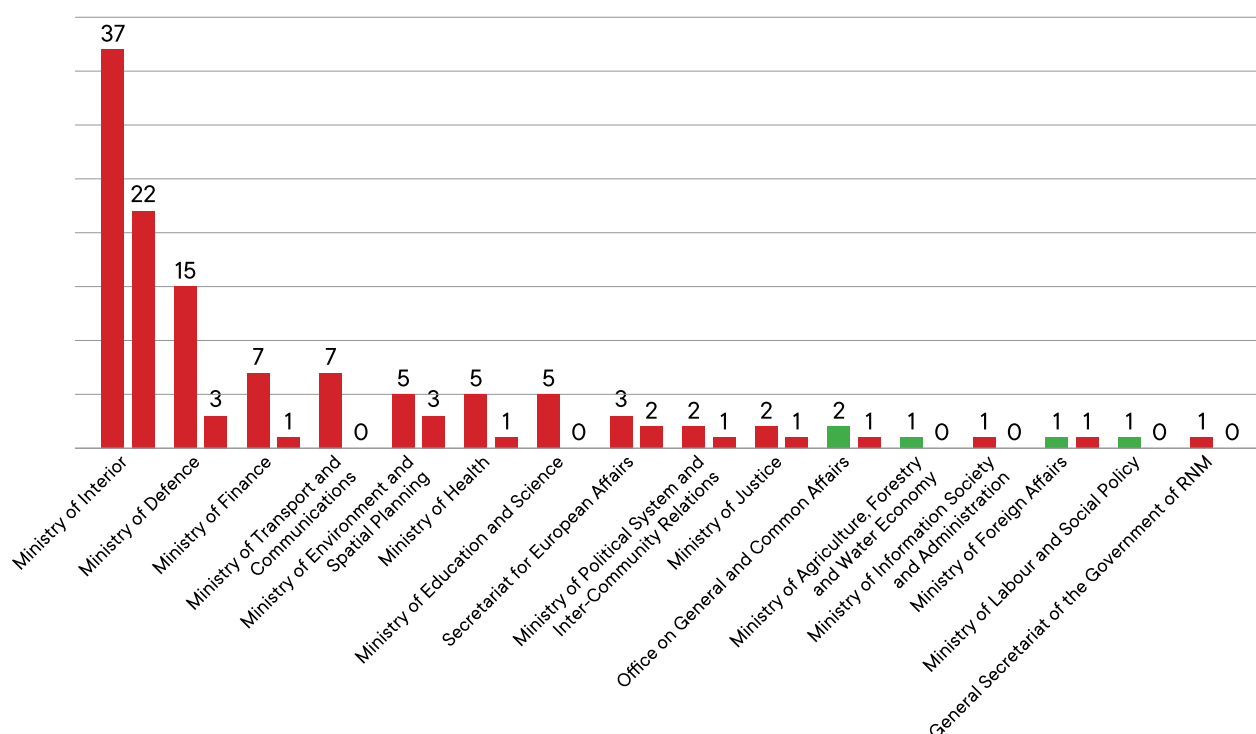
On the other hand, above-average shares of appeals relative to their number of tender procedures are observed with the government, SEA and 12 ministries. The highest share is calculated in the case of the Ministry of Interior (20%), Ministry of Health (17%) and Secretariat for European Affairs (15%).

In terms of absolute numbers, as shown on the chart below, the highest number of appeals have been lodged against tender procedures organized by the Ministry of Interior and the Ministry of Defence.

In respect to approved appeals, the highest share of 22% is noted with the Ministry of Interior. A total of 7 institutions ranked under this analysis have earned negative assessment under this parameter.



Number of appeals lodged and number of appeals approved by SCPPA



**The Ministry of Education and Science has made the most changes to already signed contracts. As regards annex contracts that increase the value of primary contracts, the biggest changes are observed with the Ministry of Transport and Communications.**

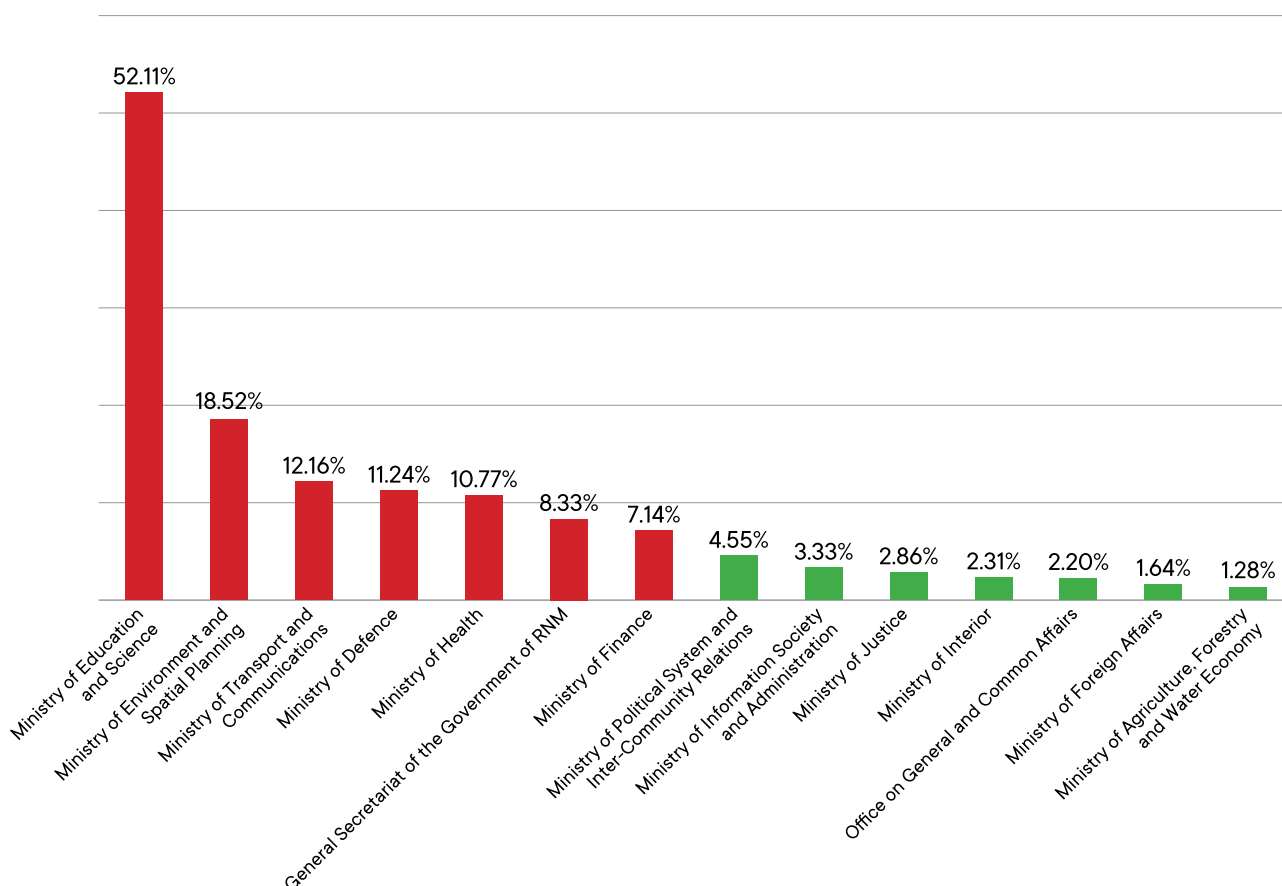
In the stage on implementation of public procurement contracts, the analysis involves three important indicators, those being:

- number of changes to already awarded contracts, i.e. number of annex contracts signed on all grounds (value, deadline, etc.) and their share in the total number of contracts;
- total value of increases made to primary contracts by means of annex contracts and share of increased value in the total value of contracts; and
- does the institution have an established system for monitoring implementation of public procurement contracts.

Under the indicator on the number of changes made to already awarded contracts (annex contracts) and their share in the total number of contracts awarded, the analysis uses the national average of 5.15% whereby positive assessment is assigned to the institution whose rate of changes is below this threshold and vice versa. Measurements under this indicator show that 7 institutions have more frequently changed already awarded contracts compared to the national average. In that, the highest number of changes in 2022 is observed with the Ministry of Education and Science having changed its contracts as many as 38 times, which accounts for share of 51.11% of all contracts awarded. In-depth analysis of the reasons behind this phenomenon reveals that changes made to 18 contracts concerned extension of contract deadline/duration, 17 annex contracts implied change of the contract value, while remaining 3 annex contracts refer to other reasons. Second-ranked under this indicator is the Ministry of Environment and Spatial Planning which has made 10 changes to contracts awarded in 2022, accounting for share of 18.52%. Next is the Ministry of Transport and Communications with 9 changes to contracts awarded, accounting for share of 12.16%, and fourth-ranked is the Ministry of Defence which has signed as many as 40 annex contracts, accounting for 11.24% of all contracts awarded.



### Changes made to already awarded contracts (annex contracts)



In that, the Secretariat for European Affairs and 4 ministries (Economy, Culture, Local Self-Government, and Labour and Social Policy) have not signed any annex contracts.

As regards annex contracts that increase the primary contract's value, negative assessment is assigned to the institution which, by means of signing annex contracts, has increased the value of its primary contracts by more than 3.60% of the total value of public procurements which is calculated as the national average.

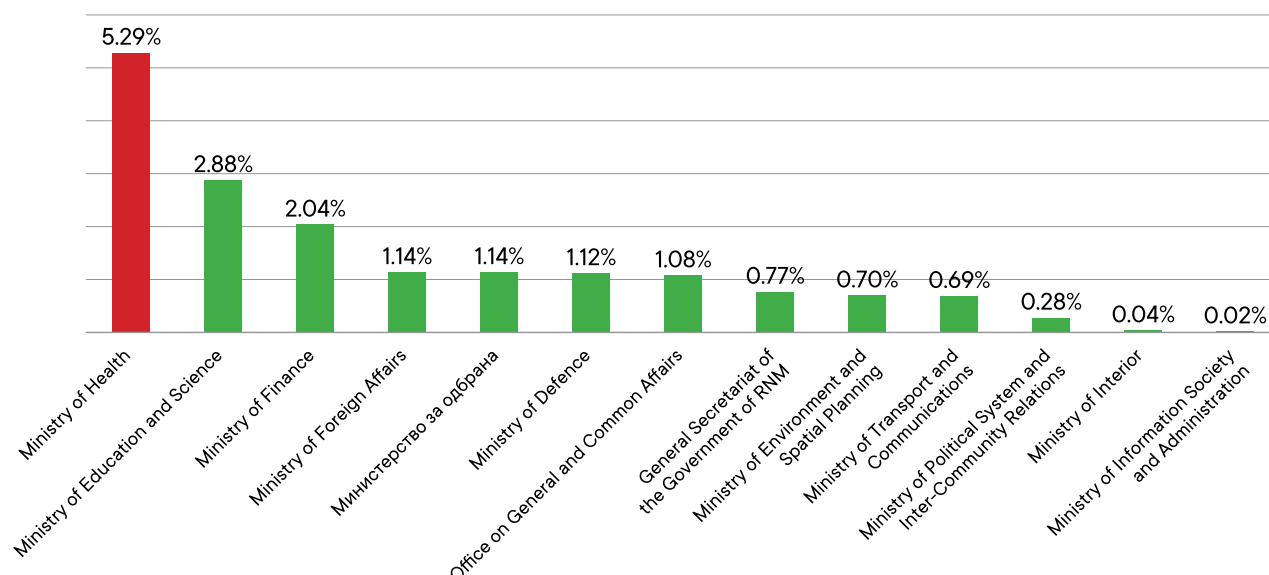
As shown on the chart below, only the Ministry of Health was assigned negative assessment under this indicator on the grounds that, by means of annex contracts, this institution has increased the value of its primary contracts by 65 million MKD, i.e. by more than 1 million EUR, accounting for share of 5.29% in the total value of all contracts awarded.

The next ranked institution, both in terms of the number and the value share of annex contracts, is the Ministry of Education and Science which has signed annex contracts in the value of 29 million MKD, i.e. 470 thousand EUR. The value share for the Ministry of Education is calculated at 2.88% and is below the national average.

As shown on the chart below, all other institutions are assigned positive assessments given that the scope of value increases brought about by their annex contracts is below the national average. In addition, it should be noted that the Secretariat for European Affairs and 5 ministries (Economy, Agriculture, Forestry and Water Economy, Culture, Local Self-Government, and Labour and Social Policy) have not signed any annex contracts that increase the value of their primary contracts.



Value share of contracts amended to increase the primary contract's value



Indicators used to assess anticorruption performance in public procurement also evaluated whether the institution has an established system for monitoring implementation of public procurement contracts. Based on FOI responses obtained from the institutions ranked, it could be inferred that among the total of 19 government institutions, only 3 ministries (Environment and Spatial Planning, Local Self-Government, and Education and Science) do not have such system in place.

**Transparency in public procurement is still unsatisfactory. Weaknesses are detected in terms of timely publication of information in the Electronic Public Procurement System and in terms of publishing information on the institution's website.**

As particularly important aspect of anticorruption practices, transparency related to publication of information on public procurements is measured with six indicators, some of which concern law-stipulated deadlines for publication of information in the Electronic Public Procurement System, while others are related to publication of relevant documents and information on the institution's website. It is important to emphasize that the analysis of published information was conducted in the period October-November 2023 and therefore it is possible that the institutions have published the missing documents in the meantime, but even that would be untimely.

As regards publication of information in EPPS, the analysis uses indicators related to adherent compliance with the obligation on publishing notifications on contracts signed, quarterly records and notifications on contract performance.

In respect to publication of notifications on contracts signed within a deadline of 10 days from the day when the contract is signed, positive assessment is assigned to the institution that has complied with this deadline for more than 90% of contracts awarded. Hence, it was established that only 5 institutions have complied with this obligation, those being the Ministry of Economy, Ministry of Health, Ministry of Agriculture, Forestry and Water Economy, Ministry of Transport and Communications, and OGCA.

In the case of quarterly records, timely publication of all 4 sets of records is noted only on the part of 3 ministries (Culture, Agriculture, Forestry and Water Economy, and Labour and Social Policy).

Calculations for the indicator related to publication of notifications on contract performance were made after the end of 2023 and show that 12 government institutions have complied with this obligation, i.e. presented



EPPS with notifications for more than 80% of contracts, contrary to 7 institutions that published the required information, but not in the scope necessary to earn positive assessment.

Information and documents that should be published on the institution's website include annual public procurement plans and amendments thereto, procurement notices and notifications on contracts signed, contracts and annexes thereto. As shown in the table below, 13 ministries have demonstrated compliance with these obligations. Full or partial non-transparency in respect to publication of relevant information on public procurements is noted with the Ministry of Justice, Ministry of Culture, Ministry of Economy, Ministry of Foreign Affairs, Ministry of Education and Science, and the Government's Office on General and Common Affairs.

**Publication of public procurement information on the institution's website**

Institution	Does the institution publish the annual plans and amendments thereto on its website?	Does the institution publish procurement notices on its website?	Does the institution publish notifications on contracts signed, contracts and annexes thereto on its website?
Ministry of Justice	no	no	yes
Ministry of Culture	no	no	no
OGCA	no	no	no
Ministry of Economy	yes	no	no
Ministry of Foreign Affairs	yes	no	no
Ministry of Education and Science	yes	no	no
Ministry of Interior	yes	yes	yes
Ministry of Environment and Spatial Planning	yes	yes	yes
Ministry of Health	yes	yes	yes
Ministry of Agriculture, Forestry and Water Economy	yes	yes	yes
Ministry of Information Society and Administration	yes	yes	yes
Ministry of Local Self-Government	yes	yes	yes
Ministry of Defence	yes	yes	yes
Ministry of Political System and Inter-Community Relations	yes	yes	yes
Ministry of Labour and Social Policy	yes	yes	yes
Ministry of Finance	yes	yes	yes
Ministry of Transport and Communications	yes	yes	yes
Secretariat for European Affairs	yes	yes	yes
General Secretariat of the Government of RNM	yes	yes	yes



## ANALYSIS OF ANTICORRUPTION PERFORMANCE IN PUBLIC PROCUREMENT AMONG MUNICIPALITIES

**None of the municipalities has demonstrated high level of protection against corruption when implementing public procurements. Vast portion of the municipalities, i.e. 43 of them and the City of Skopje, are qualified in the group of low level of anticorruption performance in public procurement with an average score of 49% from possible 100%. The Municipalities of Kratovo and Gostivar are ranked at the bottom, having earned a score of 31% in respect to their anticorruption performance, while the Municipality of Kavadarci is at the top with performance score of 70%.**

The municipalities are ranked in terms of anticorruption performance on the basis of 32 indicators that allow objective and measurable assessment of their institutional and operational capacity in all stages of public procurement, i.e. in pre-tender, tender and post-tender stage.

Indicators used to rank the municipalities according to their anticorruption performance are identical to those used for ranking the ministries, which is logical given that they both groups of institutions have the same obligations under the Law on Public Procurements.

Data collected and processed under all 32 indicators show that 43 local self-government units demonstrate low level of anticorruption performance in public procurement with scores in the range up to 50%, while 38 of them are qualified in the group on medium level of anticorruption performance with scores in the range from 50% to 80%.

Ranking of local self-government units  
according to their anticorruption performance in public procurement



Poor results achieved by the municipalities according to their anticorruption performance in public procurement are a consequence of the fact that large portion of them are facing inadequate staff capacity for implementation of public procurements, absence of adequate internal policies and procedures that should contribute to improved institutional capacity for implementation of public procurements, weaknesses in public procurement planning, high concentration of one company in public procurements, high use of electronic auctions, frequent annulment of tender procedures, signing annexes to already awarded contracts, etc.

According to their anticorruption performance, all local self-government units (LSGUs) have earned scores in the range from 31% to 70%, which is indicative of poorer results compared to the ministries.





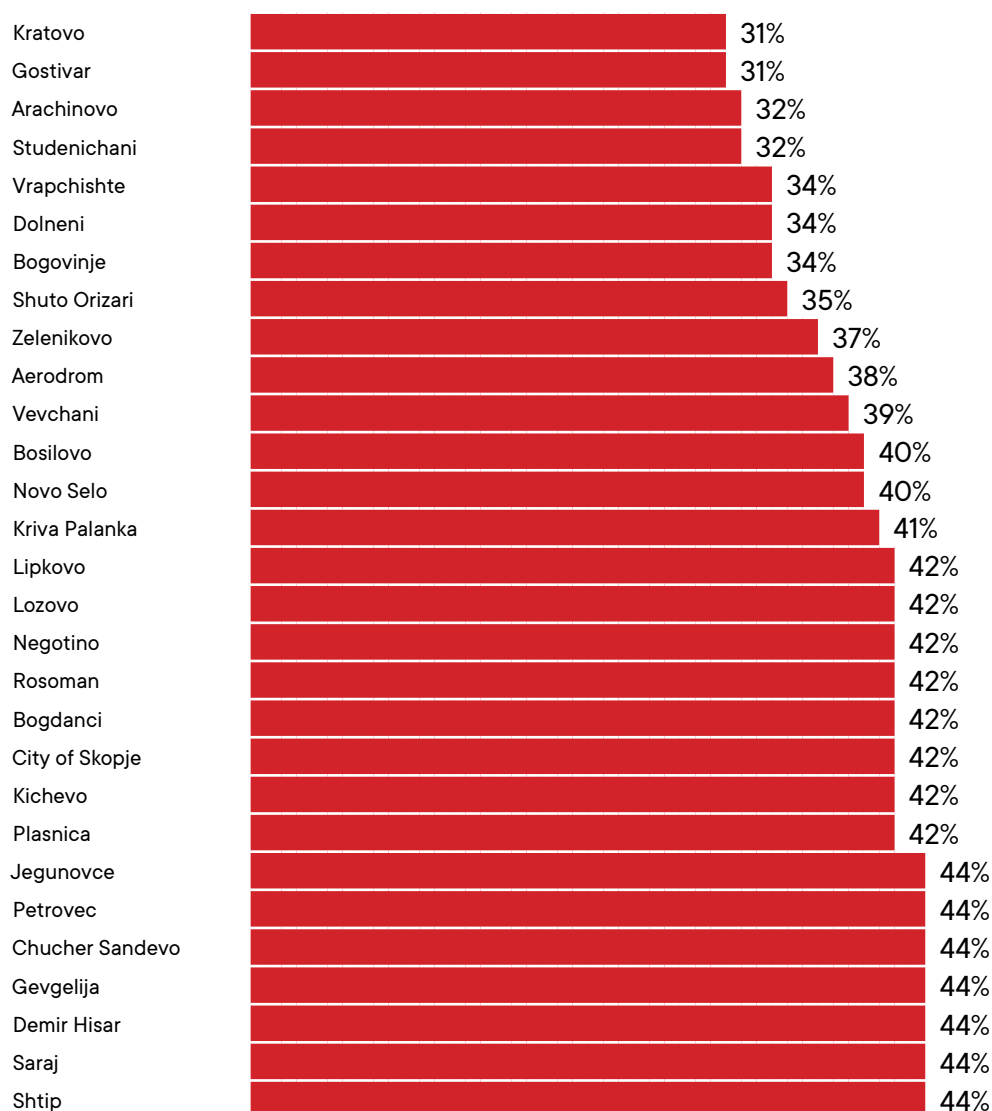
The lowest level of anticorruption performance in public procurement is noted with Kratovo and Gostivar, both of which have earned performance score of 31%. Other municipalities ranked in the red zone include the City of Skopje (42%), and other 14 municipalities whose annual value of public procurements exceed 1 million EUR.

Low level of performance does not necessarily imply corruption in public procurements at that institution, but means that all possible measures have not been taken to prevent its occurrence, resulting in higher likelihood for corruption at the institution.

The best level of anticorruption performance is calculated for the Municipality of Kavadarci with performance score of 70%, followed by the Municipalities of Veles and Probishtip, with anticorruption score of 66%.

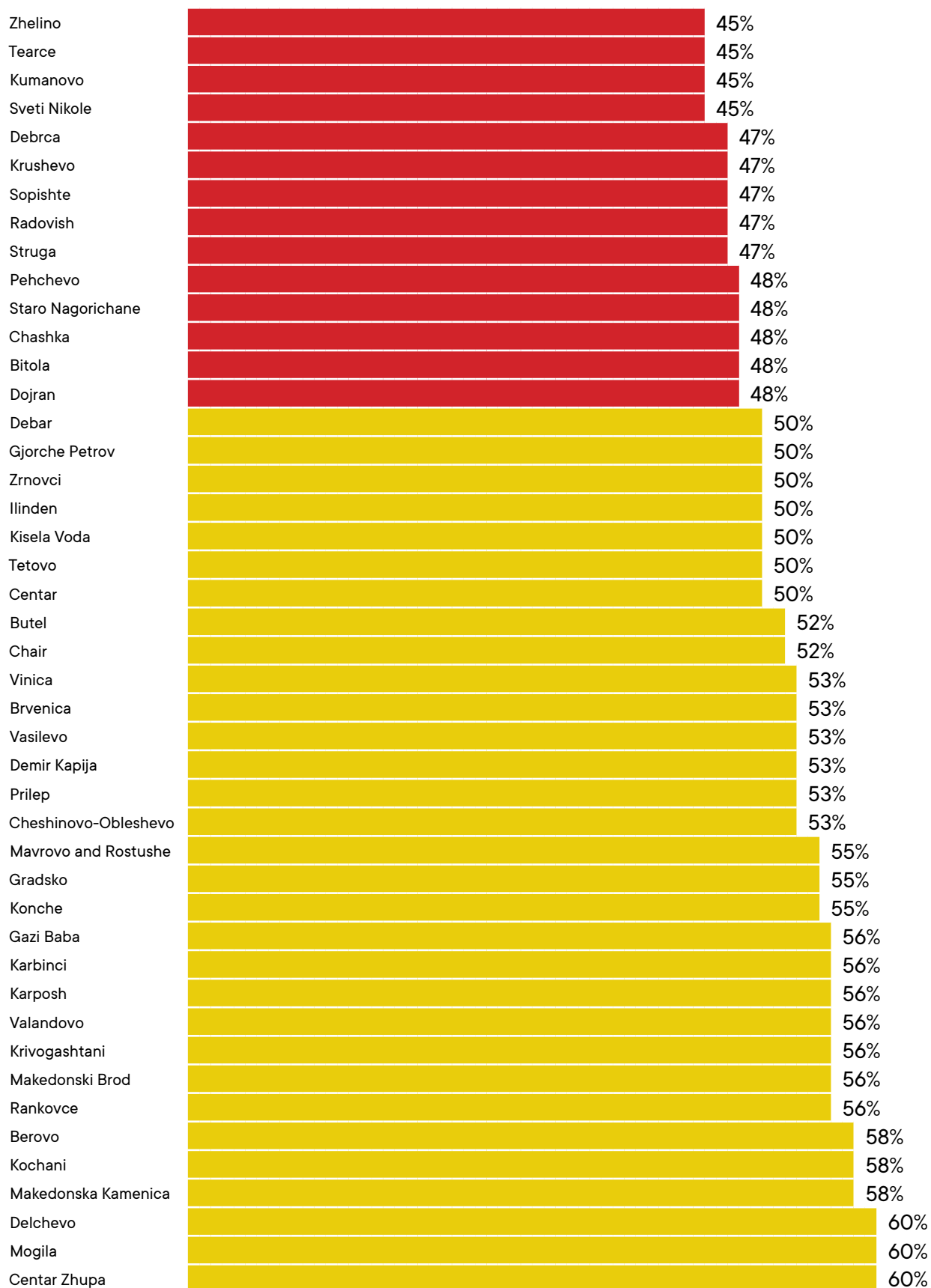
None of the municipalities is assigned anticorruption performance score in the range above 80% that would qualify them in the green zone, i.e. high level of anticorruption performance in public procurement.

#### Ranking of LSGUs according to their anticorruption performance in public procurement





**RANKING OF INSTITUTIONS**  
ACCORDING TO THEIR ANTICORRUPTION PERFORMANCE IN PUBLIC PROCUREMENT

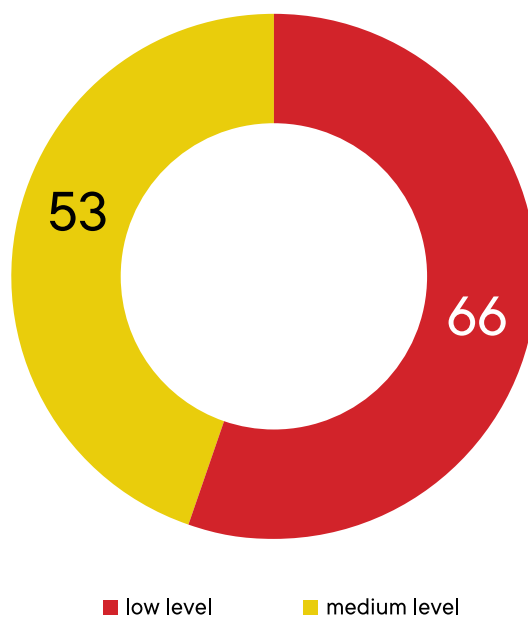




**According to LSGU rankings, it could be inferred that those qualified in the red zone, i.e. low level of anticorruption performance, have implemented tender procedures of higher value compared to funds spent on public procurement by municipalities with performance score within medium level of protection against corruption. More specifically, the value of public procurements implemented by municipalities with low level of anticorruption performance amounts to 66 million EUR, while the value of public procurements implemented by municipalities with medium level of anticorruption performance amounts to 53 million EUR.**

In the course of 2022, the municipalities and the City of Skopje have implemented a total of 3,875 public procurement procedures resulting in award of 3,511 contracts. The value of these public procurements amounts to 73 billion MKD, i.e. 119 million EUR. In that, as shown on the chart below, the value of public procurement contracts awarded by municipalities with low level of anticorruption performance is higher.

Value of public procurements according to the level of anticorruption performance (million EUR)



At the level of individual institutions, the City of Skopje has the highest value of public procurements in the amount of 15 million EUR, but is ranked in the group of low level of anticorruption performance with a score of only 42%. Other municipalities in the group of low anticorruption performance but high value of public procurements include Bitola, Shtip, Kumanovo and Gostivar.

As shown in the table below, the red zone includes as many as 14 local self-government units whose value of public procurements exceeds 1 million EUR. In that, it should be stressed that the Municipalities of Kisela Voda, Centar and Tetovo are ranked in the group of medium level of anticorruption performance, but have earned a score of 50%. Kavadarci and Strumica are singled out as municipalities with higher level of anticorruption performance, but also higher value of public procurements.



Number and value of public procurement contracts in 2022\*

Municipality	Number of contracts	Value of contracts (in MKD)	Value of contracts (in EUR)
City of Skopje	109	934,678,519	15,198,025
Bitola	220	446,506,169	7,260,263
Kisela Voda	48	384,542,040	6,252,716
Strumica	70	336,185,798	5,466,436
Shtip	89	296,738,987	4,825,024
Kavadarci	145	276,029,857	4,488,290
Centar	66	275,030,403	4,472,039
Kumanovo	99	258,398,354	4,201,599
Gostivar	38	246,740,955	4,012,048
Gazi Baba	64	210,261,487	3,418,886
Kichevo	38	197,913,501	3,218,106
Aerodrom	69	189,985,491	3,089,195
Petrovec	49	178,083,492	2,895,667
Ohrid	90	146,570,961	2,383,268
Tetovo	47	136,468,205	2,218,995
Veles	146	131,292,511	2,134,838
Gevgelija	37	126,546,146	2,057,661
Gjorche Petrov	52	119,477,103	1,942,717
Prilep	53	114,075,875	1,854,892
Struga	51	112,622,104	1,831,254
Chair	40	111,296,026	1,809,691
Karposh	99	91,254,022	1,483,805
Kochani	86	85,232,792	1,385,899
Karbinci	33	83,309,344	1,354,623
Dolneni	72	82,126,021	1,335,382
Negotino	50	80,057,908	1,301,755
Radovish	49	77,437,055	1,259,139
Kriva Palanka	65	71,024,528	1,154,870
Ilinden	34	69,099,942	1,123,576
Butel	56	62,138,349	1,010,380
Sveti Nikole	63	60,072,631	976,791
Makedonska Kamenica	38	56,550,241	919,516
Probishtip	34	54,835,453	891,633
Bogovinje	20	50,245,703	817,003
Delchevo	37	48,068,774	781,606
Brvenica	27	47,459,655	771,702
Saraj	22	46,491,906	755,966
Studenichani	10	45,896,139	746,279
Novaci	72	45,417,746	738,500
Valandovo	35	41,845,981	680,422
Makedonski Brod	23	38,768,868	630,388



Rosoman	19	38,352,550	623,619
Chashka	29	36,815,248	598,622
Sopishte	37	34,226,318	556,525
Jegunovce	30	33,317,382	541,746
Lipkovo	26	33,027,039	537,025
Dojran	17	33,009,543	536,741
Vinica	27	32,422,928	527,202
Mavrovo and Rostushe	31	31,935,514	519,277
Berovo	42	31,365,686	510,011
Chucher Sandevo	19	30,774,458	500,398
Debar	40	30,080,526	489,114
Resen	57	29,910,241	486,345
Vasilevo	20	28,362,212	461,174
Zhelino	17	27,432,971	446,065
Bogdanci	37	26,212,510	426,220
Konche	24	24,944,609	405,603
Novo Selo	27	24,539,576	399,017
Bosilovo	41	23,639,676	384,385
Tearce	35	23,174,045	376,814
Krushevo	26	21,658,675	352,174
Mogila	27	20,587,934	334,763
Kratovo	22	20,421,060	332,050
Vrapchishte	9	20,299,000	330,065
Debrca	27	17,695,165	287,726
Krivogashtani	22	17,631,236	286,687
Arachinovo	4	16,520,000	268,618
Cheshinovo-Obleshevo	22	16,515,539	268,545
Plasnica	11	15,876,124	258,148
Gradsko	29	15,728,515	255,748
Zrnovci	20	13,961,757	227,020
Pehchevo	17	13,613,844	221,363
Demir Kapija	22	11,748,979	191,040
Demir Hisar	17	11,719,537	190,562
Rankovce	22	7,991,891	129,949
Zelenikovo	12	7,965,583	129,522
Staro Nagorichane	22	7,953,686	129,328
Shuto Orizari	9	7,831,559	127,342
Centar Zhupa	15	6,954,996	113,089
Lozovo	11	3,260,592	53,018
Vevchani	25	3,103,884	50,470

\* the ranking list is made according to the scope of public procurements



**As many as 12 municipalities do not have a single public procurement officer with passed exam, which is contrary to the Law on Public Procurements. Moreover, the analysis identified major differences in respect to workload of public procurement officers. Hence, in the Municipality of Berovo one officer implements as many as 66 tender procedures annually, while in the Municipalities of Lozovo and Arachinovo one officer implements only 2 tender procedures annually.**

The list of 32 indicators used to measure anticorruption performance in public procurement begins with those related to the number of public procurement officers at the institution with valid certificates on passed exam and calculation of the number of tender procedures per officer.

The highest number of public procurement officers is noted in the City of Skopje with 13 employees, 10 of which have passed the relevant exam. Next are the Municipalities of Chashka and Ohrid with 8 and 7 employees respectively.

According to data obtained in the last quarter of 2023, as many as 12 municipalities do not have any public procurement officers with passed exam, which is contrary to the Law on Public Procurements.

Under the indicator on the number of tender procedures implemented by one public procurement officer (with or without passed exam), the institution is positively assessed when the value of this indicator is below 24 tender procedure per officer.

#### Number of tender procedures implemented by one officer

Institution	Number of tender procedures per officer
Berovo	66
Kriva Palanka	58
Novaci	56
Bosilovo	49
Bitola	47
Kochani	47
Kumanovo	46
Karbinci	45
Petrovec	45
Bogdanci	44
Valandovo	43
Ilinden	42
Veles	41
Delchevo	40
Jegunovce	39
Dolneni	38
Debar	33
Mogila	33
Debrca	32
Konche	32
Makedonska Kamenica	32
Lipkovo	31

Institution	Number of tender procedures per officer
Kisela Voda	22
Sopishte	22
Prilep	21
Aerodrom	20
Mavrovo and Rostushe	20
Rankovce	19
Centar	19
Vrapchishte	18
Gjorche Petrov	18
Probishtip	18
Chair	17
Krivogashtani	17
Gazi Baba	17
Strumica	17
Ohrid	16
Butel	15
Resen	15
Vinica	14
Centar Zhupa	13
Krushevo	13
Radovish	12
Zrnovci	12



Chucher Sandevo	31
Novo Selo	30
Pehchevo	29
Rosoman	29
Gostivar	29
Brvenica	28
Gevgelija	28
Karposh	28
Shtip	26
Vevchani	26
Vasilevo	25
Kratovo	25
Bogovinje	24
Staro Nagorichane	24
Tetovo	23
Kavadarci	23
Sveti Nikole	23
Makedonski Brod	22
Cheshinovo-Obleshevo	22

Demir Hisar	11
Demir Kapija	10
Struga	10
Shuto Orizari	10
Tearce	10
City of Skopje	9
Saraj	9
Negotino	8
Kichevo	8
Gradsko	7
Zhelino	6
Studenichani	6
Dojran	6
Chashka	4
Zelenikovo	3
Plasnica	3
Arachinovo	2
Lozovo	2

As shown in the table above, in the case of 34 municipalities one officer implements 24 to 66 tender procedures. It goes without saying that, in the cases where officers are required to implement high number of tender procedures, it is almost impossible for them to take all measures necessary to ensure prevention against corruption and to adherently enforce the principles of public procurement. On the other hand, it can be rightfully expected that municipalities where public procurement officers implement only a handful of tender procedures annually they are also assigned other work tasks in addition to their public procurement duties.

**Some municipalities have amended their public procurement plans in the scope of up to 98%. On average, i.e. at the level of all LSGUs, procurement plans are subject to changes in the scope of 38%, while the average implementation rate of annual plans accounts for 68%.**

As regards public procurement planning, positive assessment is assigned in the cases where the scope of changes to the annual public procurement plan is below 10% and implementation rate of the annual plan exceeds 95%. Medium level of performance under these indicators is defined as changes to the public procurement plan in the range from 20% to 30% and implementation rate in the range from 75% to 95%.

As shown in the table below, the scope of changes made to public procurement plans ranges from 2% to 98%. High percentage of changes to public procurement plans is also indicative of insufficient knowledge of the Rulebook on the Form, Content and Method for Developing Annual Public Procurement Plans adopted by the Ministry of Finance. According to this rulebook, the content of annual public procurement plans should not be amended when changes are made to the procurement's estimated value, the type of procedure for awarding public procurement contract or the expected start of tender procedure. The analysis shows that the municipalities have amended their annual plans even when there were no grounds for such action.

As regards the implementation rate, annual public procurement plans have been implemented in the range from 19% to 100%. In that, full implementation of annual plans, i.e. high implementation rate, is noted with the Municipalities of



Petrovec, Centar Zhupa, Delchevo, Rankovce and Bogovinje, but this performance has been accompanied by high scope of changes to public procurement plans. Hence, it seems that the Municipality of Kavadarci has demonstrated the best performance in public procurement planning with a score of 28% (medium level) in terms of changes made to its annual plan and a score of high 95% in terms of implementation of its annual plan.

**Changes and implementation of annual public procurement plans**

Institution	Changes made to the annual plan	Implementation rate of the annual plan
Sopishte	98%	82%
Brvenica	68%	79%
Zelenikovo	68%	67%
Chucher Sandevo	68%	92%
Jegunovce	66%	91%
Petrovec	65%	100%
Shuto Orizari	64%	71%
Tearce	60%	61%
Zhelino	57%	86%
Tetovo	47%	94%
Valandovo	45%	72%
Sveti Nikole	45%	92%
Rosoman	44%	69%
Vevchani	44%	69%
Centar Zhupa	42%	100%
Konche	42%	92%
Delchevo	40%	97%
Kumanovo	39%	70%
Staro Nagorichane	37%	53%
Bogdanci	36%	85%
Zrnovci	36%	77%
Rankovce	35%	100%
Gradsko	34%	79%
Bosilovo	34%	88%
City of Skopje	33%	42%
Bogovinje	33%	100%
Shtip	32%	67%
Kriva Palanka	31%	87%
Debar	30%	84%
Negotino	29%	67%
Kratovo	29%	81%
Kavadarci	28%	95%
Kochani	28%	67%
Novaci	27%	73%
Gostivar	27%	54%
Demir Kapija	26%	74%

Institution	Changes made to the annual plan	Implementation rate of the annual plan
Krivogashtani	23%	62%
Krushevo	23%	62%
Demir Hisar	22%	44%
Butel	22%	50%
Veles	22%	49%
Strumica	21%	61%
Mavrovo & Rostushe	20%	59%
Bitola	20%	55%
Berovo	20%	45%
Struga	19%	68%
Centar	19%	68%
Gazi Baba	18%	50%
Dolneni	17%	64%
Gevgelija	17%	59%
Ohrid	17%	67%
Vrapchishte	17%	86%
Chashka	16%	45%
Kisela Voda	16%	74%
Karbinci	15%	71%
Makedonski Brod	15%	42%
Aerodrom	14%	78%
Probishtip	14%	59%
Kichevo	13%	52%
Debrca	13%	51%
Plasnica	13%	65%
Saraj	13%	58%
Chair	13%	64%
Lozovo	12%	34%
Pehchevo	11%	66%
Lipkovo	10%	42%
Karposh	10%	79%
Ilinden	10%	84%
Vinica	9%	52%
Resen	9%	80%
Gjorche Petrov	8%	62%
M. Kamenica	7%	56%





Studenichani	26%	73%
Radovish	24%	35%
Dojran	24%	75%
Novo Selo	24%	73%
Vasilevo	24%	53%

Chesh.-Obleshevo	6%	56%
Mogila	4%	37%
Prilep	2%	62%
Arachinovo	2%	19%

In respect to existence of established system for monitoring implementation of public procurement contracts, only 12 municipalities reported they have such system in place.

Indicators used in the segment on preparations for tender procedures involve development of elaborations on the procurement's need which should be an integral part of the decision on public procurement, existence of internal rules for setting the procurement's estimated value, as well as existence of internal rules that govern development of technical specifications for relevant procurement subjects.

The analysis shows that only 3 municipalities (Probishtip, Strumica and Karbinci) adherently enforce provision under the Law on Public Procurements (Art.77, par. 3) and develop elaborations on the procurement's need.

The City of Skopje and 9 municipalities (Kavadarci, Karposh, Karbinci, Veles, Makedonski Brod, Ohrid, Probishtip, Struga, and Centar) are the only institutions that reported existence of internal rules for setting the procurement's estimated value.

A total of 12 municipalities (Kavadarci, Karposh, Karbinci, Krivogashtani, Berovo, Valandovo, Veles, Makedonska Kamenica, Ohrid, Probishtip, Saraj, and Chair) have internal rules that govern development of technical specifications.

**When publishing their procurement notices, only 13 municipalities have defined deadlines for bid submission longer than the law-stipulated minimum. As regards e-auctions, they continue to be dominant element of public procurements organized by the municipalities.**

In the process of implementing public procurements, the institution's anticorruption performance is also analysed in terms of publishing procurement notices with reasonable deadlines for bid submission (longer than the law-stipulated minimum) and use of electronic auctions.

The analysis shows that Berovo, Aerodrom, Bitola, Brvenica, Demir Kapija, Kochani, Makedonski Brod, Novaci, Ohrid, Rankovce, Resen, Staro Nagorichane and Tetovo are the only municipalities that set longer deadlines for bid submission compared to the law-stipulated minimum. Longer deadlines for submission of bids (more than 7 days in the case of "low value procurements" and more than 15 days in the case of "simplified open procedures") are aimed to ensure greater competition whereby companies would have more time to develop their bids.

As regards use of e-auctions, only 16 municipalities demonstrated use of this instrument in less than 80% of their public procurements. On the other hand, 15 municipalities have organized e-auctions in all public procurements. These include: Prilep, Kratovo, Sopishte, Mavrovo and Rostushe, Arachinovo, Zelenikovo, Zrnovci, Karbinci, Lipkovo, Plasnica, Staro Nagorichane, Centar Zhupa, Chashka, Cheshinovo-Obleshevo, and Chucher Sandevo. Such practice is indicative of increased corruption risks by means of pre-arranged outcomes for e-auctions, as well as tender-rigging arrangements among the companies participating in tender procedures.

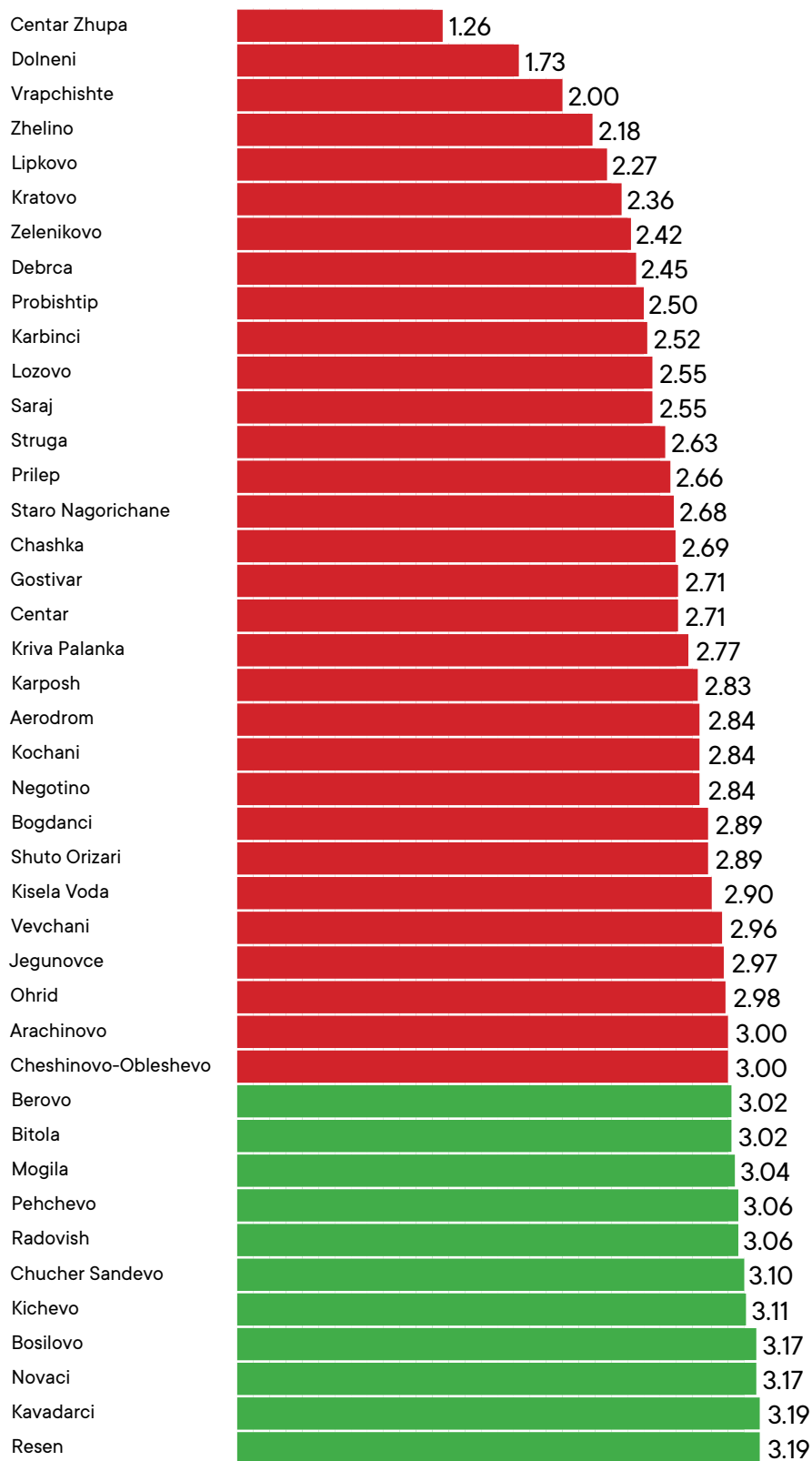
**The average number of bids per tender procedure among municipalities is calculated at 3.22 bids and is higher than the national average of 3.01. The lowest number of bids per tender procedure is noted with smaller municipalities.**

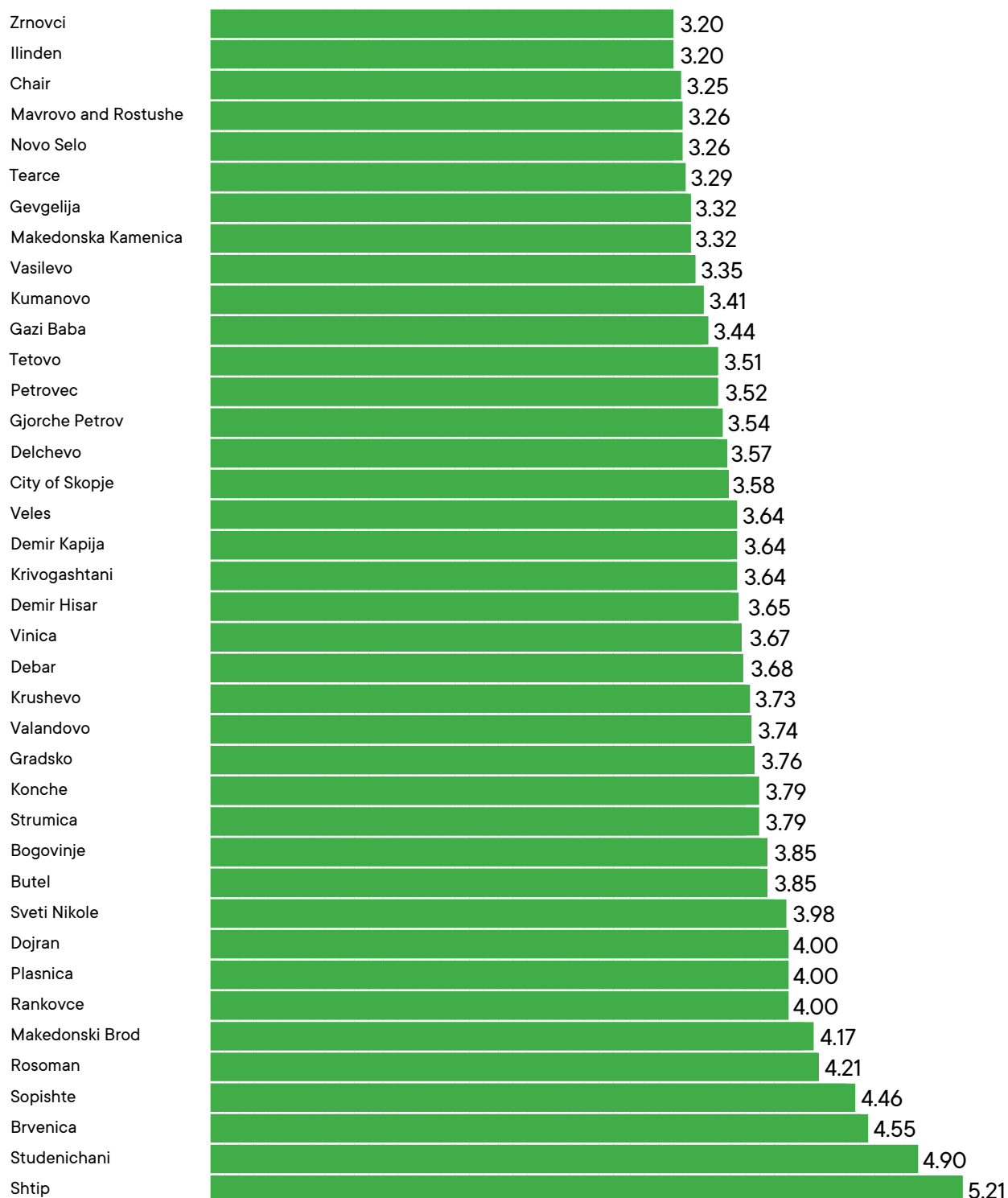
Most municipalities, i.e. 49 of them and the City of Skopje, are assigned positive assessment under this indicator on the grounds of having an average number of bids per tender procedure higher than the national average. In the case of 31 municipalities, the number of bids per tender procedure is below the national average.



As shown on the chart below, the lowest number of bids per tender procedure is observed with the Municipality of Dolneni (1.26) and the Municipality of Centar Zhupa (1.73). On the other hand, Shtip (5.21) and Studenichani (4.90) have the highest number of bids per tender procedure.

Average number of bids per tender procedure







**The Municipalities of Centar Zhupa, Vrapchishte and Dolneni demonstrated the worst performance in respect to the share of tender procedures presented with only one bid. Among bigger municipalities, poor performance scores under these indicators are noted with Prilep, Bitola, Struga, Kavadarci, etc.**

The next set of indicators concerns the number of tender procedures organized by the municipality and presented with only one bid, as well as the value share of such tender procedures in the total value of contracts awarded. As was the case with the ministries, positive assessment is assigned to the municipality when the share of tender procedures with one bid does not exceed 10% and when the value share of such tender procedures does not exceed 38%, which is the national average for the year 2022.

The worst performance under these indicators is observed with smaller municipalities on the grounds of the number of tender procedures presented with only one bid and their value share.

As many as 12 from 15 contracts awarded by the Municipality of Centar Zhupa were marked by participation of one bidding company, accounting for a share of 80%, and their value accounts for 79%. In the Municipality of Vrapchishte, 6 from total of 9 contacts were awarded under tender procedures with participation of only one bidding company.

Among bigger municipalities, poor performance scores are assigned to Prilep, Bitola, Struga, Kavadarci, etc., as shown in the table below.

#### Tender procedures with one bid in all public procurements

Municipality	Share of tender procedures with one bid	Value share of tender procedures with one bid
Centar Zhupa	80%	79%
Vrapchishte	67%	80%
Dolneni	65%	47%
Chashka	41%	27%
Zhelino	41%	20%
Prilep	40%	22%
Debrca	37%	25%
Chucher Sandevo	37%	49%
Bosilovo	37%	25%
Staro Nagorichane	36%	28%
Kisela Voda	35%	13%
Kriva Palanka	35%	19%
Bogdanci	35%	16%
Bitola	35%	35%
Negotino	34%	22%
Aerodrom	33%	30%
Zelenikovo	33%	15%
Struga	33%	24%
Kavadarci	32%	8%

Municipality	Share of tender procedures with one bid	Value share of tender procedures with one bid
Gazi Baba	25%	10%
Zrnovci	25%	13%
Ilinden	24%	4%
Jegunovce	23%	29%
Kumanovo	23%	20%
Strumica	23%	13%
Cheshinovo-Obleshevo	23%	20%
Novo Selo	22%	6%
Ohrid	22%	13%
Sopishte	22%	26%
Butel	21%	44%
M. Kamenica	21%	45%
Valandovo	20%	7%
Debar	20%	42%
Veles	20%	14%
Krushevo	19%	13%
Brvenica	19%	16%
Mogila	19%	17%
City of Skopje	18%	13%



Probishtip	32%	10%
Kratovo	32%	21%
Kichevo	32%	13%
Berovo	31%	12%
Lipkovo	31%	20%
Bogovinje	30%	11%
Studenichani	30%	20%
Gevgelija	30%	24%
Karposh	29%	28%
Gostivar	29%	32%
Radovish	29%	12%
Tetovo	28%	24%
Chair	28%	36%
Saraj	27%	29%
Delchevo	27%	12%
Kochani	27%	14%
Petrovec	27%	21%
Novaci	26%	15%
Rosoman	26%	10%
Mavrovo and Rostushe	26%	39%
Centar	26%	15%
Arachinovo	25%	11%

Demir Kapija	18%	8%
Karbinci	18%	11%
Lozovo	18%	19%
Rankovce	18%	11%
Demir Hisar	18%	6%
Makedonski Brod	17%	8%
Tearce	17%	5%
Konche	17%	4%
Vevchani	16%	11%
Sveti Nikole	16%	7%
Gjorche Petrov	15%	8%
Gradsko	14%	21%
Shtip	12%	4%
Resen	12%	11%
Dojran	12%	8%
Pehchevo	12%	3%
Vinica	11%	7%
Shuto Orizari	11%	3%
Vasilevo	10%	3%
Krivogashtani	9%	28%
Plasnica	9%	1%

**Except for smaller municipalities (Arachinovo, Shuto Orizari and Vrapchishte), concentration of one company in public procurements with a share above 30% is also noted with bigger municipalities such as Shtip, Kavadarci, Strumica, Kichevo and Kisela Voda.**

Another indicator used to rank institutions according to their anticorruption performance concerns concentration of one company in all contracts awarded by the institution. In that, the assessment is not based on the absolute amount, but rather the company's share in the total value of contracts awarded.

Negative assessment is assigned when the concentration of one company in all contracts awards exceeds 30%. As shown in the table below, the highest share of one company in total value of public procurement contracts is noted among smaller municipalities (Arachinovo, Shuto Orizari and Vrapchishte). In the case of bigger municipalities, particularly poor performance in terms of the number and the value share of one company in all public procurement contracts is noted with Shtip, Kavadarci, Strumica, Kichevo and Kisela Voda.



**Concentration of one company in public procurement contracts**

Municipality	Value of contracts signed with one company (in EUR)	Share in total value of procurements
Arachinovo	189,951	71%
Shuto Orizari	97,561	65%
Vrapchishte	191,870	58%
Novo Selo	219,662	56%
Rosoman	341,564	55%
Vasilevo	249,631	54%
Shtip	2,546,889	53%
Demir Hisar	97,561	51%
Bogovinje	415,634	51%
Kavadarci	2,215,233	50%
Dojran	246,709	48%
Zelenikovo	61,463	48%
Zrnovci	101,633	45%
Saraj	335,772	44%
Zhelino	181,179	41%
Krivogashtani	114,019	40%
Sveti Nikole	375,190	40%
Krushevo	132,241	40%
Makedonski Brod	244,588	39%
M. Kamenica	356,905	39%
Plasnica	99,985	39%
Strumica	1,986,179	37%
Ilinden	405,691	36%
Kichevo	1,102,076	35%
Rankovce	43,902	34%
Kisela Voda	2,349,778	34%
Debrca	95,935	33%
Lipkovo	177,903	33%
Studenichani	244,246	33%
Probishtip	290,165	33%
Bosilovo	120,554	31%
Petrovec	909,833	31%
Tearce	115,122	31%
Staro Nagorichane	39,161	30%
Negotino	431,598	30%
Kumanovo	1,230,328	30%
Mavrovo and Rostushe	151,653	30%
Kratovo	97,561	30%
Resen	142,601	29%
Sopishte	161,751	29%
Cheshinovo-Oblesh.	76,748	29%

Municipality	Value of contracts signed with one company (in EUR)	Share in total value of procurements
Novaci	206,483	28%
Jegunovce	151,577	28%
Vevchani	13,706	27%
Chucher Sandevo	135,053	27%
Vinica	140,990	27%
Pehchevo	57,561	26%
Valandovo	172,683	25%
Delchevo	197,626	25%
Lozovo	12,990	25%
Struga	448,780	25%
Konche	97,374	24%
Butel	240,684	24%
Gjorche Petrov	450,402	23%
Prilep	416,581	23%
City of Skopje	3,252,033	22%
Gevgelija	436,716	22%
Chair	389,496	22%
Chashka	124,334	21%
Centar	869,692	21%
Bogdanci	87,567	21%
Radovish	255,024	20%
Berovo	99,120	20%
Aerodrom	588,619	19%
Tetovo	423,309	19%
Mogila	61,906	19%
Gazi Baba	622,071	18%
Dolneni	230,244	17%
Kochani	201,226	17%
Kriva Palanka	191,870	17%
Karbinci	219,641	16%
Bitola	1,127,762	16%
Gradsko	41,123	16%
Veles	301,463	15%
Centar Zhupa	17,073	15%
Gostivar	597,561	15%
Debar	66,643	14%
Demir Kapija	25,390	13%
Ohrid	301,738	13%
Karposh	157,651	11%
Brvenica	81,301	11%



**The Municipality of Bitola has a record-breaking score of 50% under the indicator on annulled tender procedures. A total of 22 municipalities are also assigned negative scores.**

The next indicator used to measure anticorruption performance of municipalities concerns annulment of tender procedures. The standard value for this indicator is defined as the average number of annulled tender procedures, which is calculated at 31% for the year 2022. As shown in the table below, 17 municipalities are assigned the maximum 2 points, while 42 municipalities are awarded 1 point on the account of their share of annulled tender procedures in the range from 16% to 31%. As many as 22 municipalities have high shares of annulled tender procedures. At the top of this list is the Municipality of Bitola which has annulled 112 tender procedures in 2022, of which 88 were fully annulled and 24 were partially annulled. High share of annulled tender procedures (50%) is also noted with the Municipality of Kriva Palanka, which has annulled a total of 57 tender procedure, of which 56 were fully and 1 was partially annulled.

#### Share of annulled tender procedures in 2022

Institution	Share of annulled tender procedures	Institution	Share of annulled tender procedures
Bitola	50%	Centar Zhupa	23%
Kriva Palanka	50%	Cheshinovo–Obleshevo	23%
Pehchevo	48%	Sveti Nikole	22%
Tearce	48%	Ilinden	21%
Kratovo	40%	Gazi Baba	21%
City of Skopje	39%	Rosoman	21%
Vrapchishte	39%	Butel	20%
Chair	38%	Arachinovo	20%
Kumanovo	38%	Struga	20%
Krivogashtani	38%	Debrca	19%
Gevgelija	38%	Kochani	18%
Gostivar	37%	Debar	18%
Bosilovo	37%	Strumica	18%
Ohrid	36%	Kavadarci	18%
Demir Kapija	35%	Probishtip	17%
Dolneni	34%	Tetovo	17%
Radovish	33%	Gjorche Petrov	17%
Mavrovo and Rostushe	33%	Lozovo	17%
Chashka	32%	Novo Selo	17%
Chucher Sandevo	32%	Saraj	17%
Aerodrom	32%	Karposh	16%
Kichevo	32%	Negotino	16%
Berovo	31%	Makedonska Kamenica	16%
Resen	30%	Jegunovce	15%
Staro Nagorichane	29%	Demir Hisar	15%
Shtip	29%	Brvenica	14%
Karbinci	29%	Sopishte	14%
Krushevo	28%	Makedonski Brod	14%
Prilep	27%	Zrnovci	13%
Bogdanci	27%	Bogovinje	13%
Veles	26%	Dojran	12%
Rankovce	26%	Vinica	11%
Centar	26%	Zhelino	11%



Lipkovo	26%
Zelenikovo	25%
Konche	25%
Mogila	24%
Vasilevo	24%
Valandovo	23%
Novaci	23%
Kisela Voda	23%

Gradsko	10%
Plasnica	9%
Vevchani	8%
Studenichani	8%
Delchevo	8%
Petrovec	4%
Shuto Orizari	0%

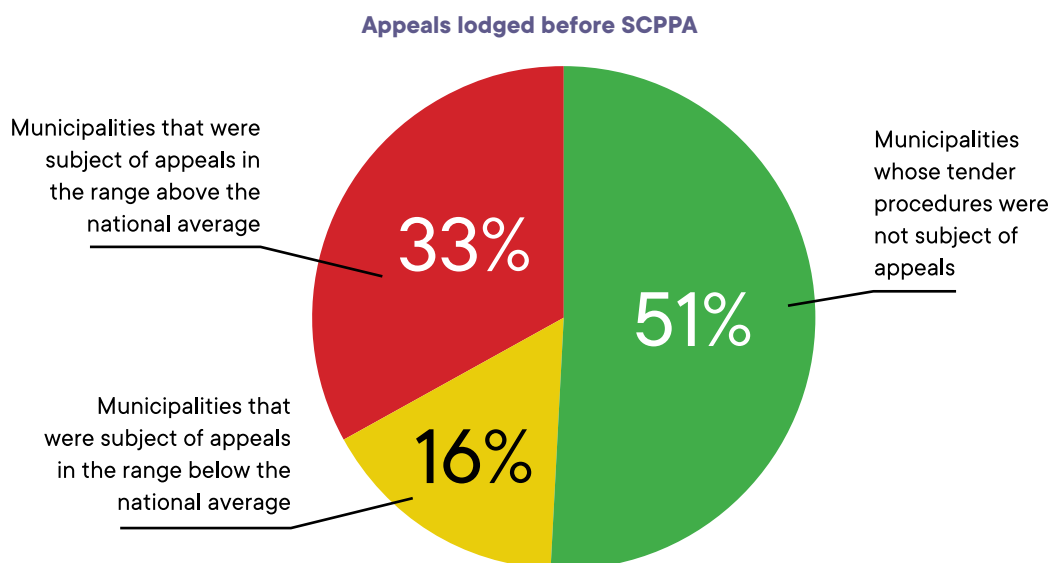
**Use of non-transparent negotiating procedure without previously announced procurement notice is an exception among the municipalities.**

The measurement of anticorruption performance in public procurement also includes an indicator related to use of non-transparent negotiating procedure without previously announced procurement notice whereby negative assessment is assigned to the institution whose share of this type of procedure exceeds 10%. Analysis of these data resulted in positive assessment for as many as 80 LSGUs, with Arachinovo being the only municipality assigned negative assessment on the grounds of having awarded one contract under this non-transparent procedure in the value of around 75,000 EUR, which accounts for high share of 28% in the total value of public procurement contracts at this municipality.

**The number of appeals relative to their number of public procurements is higher than the national average in the case of one-third of municipalities. The City of Skopje has the worst performance in relation to these parameters.**

As regards legal protection, the two important indicators used to assess anticorruption performance concern the number of appeals lodged before the State Commission on Public Procurement Appeals by companies participating in tender procedures and the number of approved appeals. The performance measurement uses relative data, i.e. the share of appeals in the total number of tender procedures and the share of approved appeals in the total number of appeals. Positive assessment is assigned to the institution whose share of appeals in the total number of tender procedures is above the national average of 3.27% and whose share of approved appeals in the total number of appeals is below the national average of 40.30%.

The analysis shows that, in the course of 2022, as many as 41 municipalities have not been subject of appeals lodged against their tender procedures. Furthermore, 13 municipalities (16% of all municipalities) have been subject of appeals, but their share in the total number of public procurements is below the national average. The third group is comprised of municipalities where appeals lodged against their tender procedures account for significant share (33%).



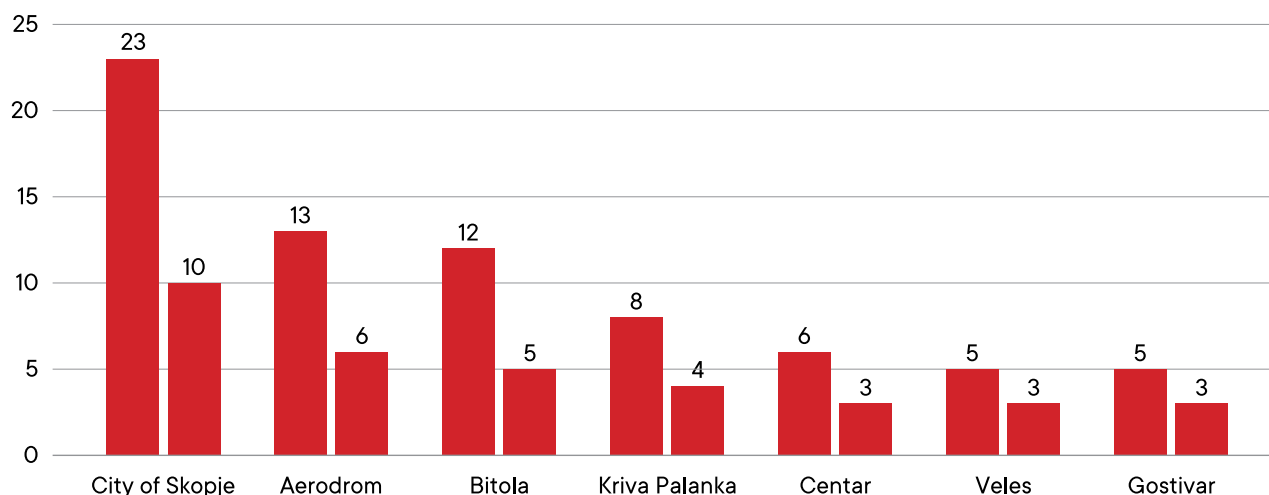




The highest number of appeals against tender procedures whose share exceeds the national average is observed with the City of Skopje which had been subject of 23 appeals in the course of 2022, accounting for 18.85% from the total number of 122 tender procedures implemented by this institution. 10 of these appeals were approved by SCPPA, accounting for 43%.

Among municipalities with high share of appeals lodged against their tender procedures and high share of approved appeals special mention should be made of the Municipality of Aerodrom (13 appeals lodged, of which 6 were approved by SCPPA), Municipality of Bitola (12 appeals lodged, of which 5 were approved by SCPPA), Municipality of Kriva Palanka (8 appeals lodged, of which 4 were approved by SCPPA), Municipality of Centar (6 appeals lodged, of which 3 were approved by SCPPA), Municipality of Veles (5 appeals lodged, of which 3 were approved by SCPPA) and Municipality of Gostivar (5 appeals lodged, of which 3 were approved by SCPPA).

Number of appeals lodged and number of appeals approved by SCPPA



**A dominant share of municipalities (51) has made changes to previously awarded contracts. In that, 15 municipalities demonstrated above-average share in respect to the value of contracts amended by means of annexes thereto and all of them are assigned negative assessment.**

As was the case with the ministries, in the stage on implementation of public procurement contracts, the analysis involves three important indicators, those being:

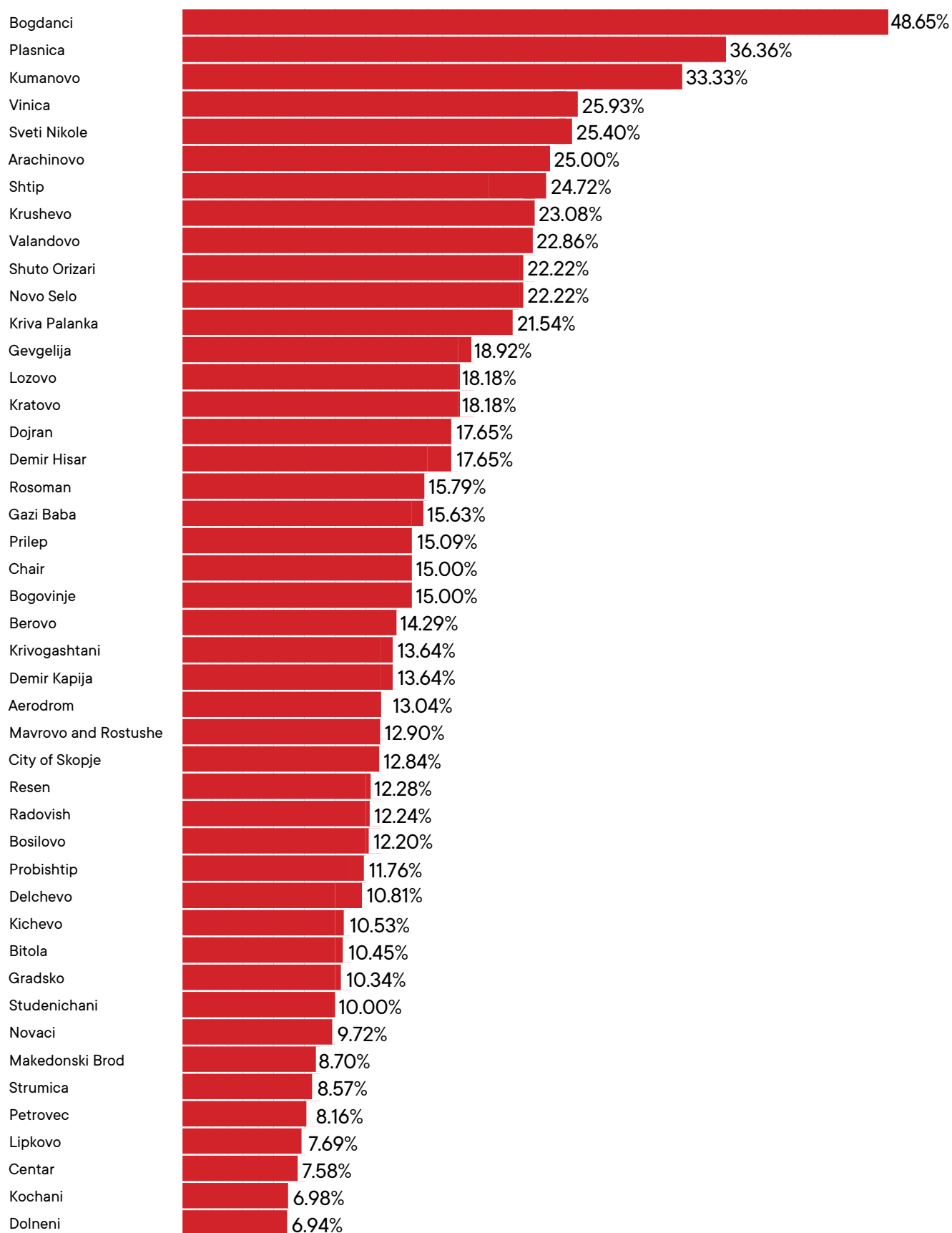
- number of changes to already awarded contracts, i.e. number of annex contracts signed on all grounds (value, deadline, etc.) and their share in the total number of contracts;
- total value of increases made to primary contracts by means of annex contracts and share of increased value in the total value of contracts; and
- does the institution has an established system for monitoring implementation of public procurement contract.

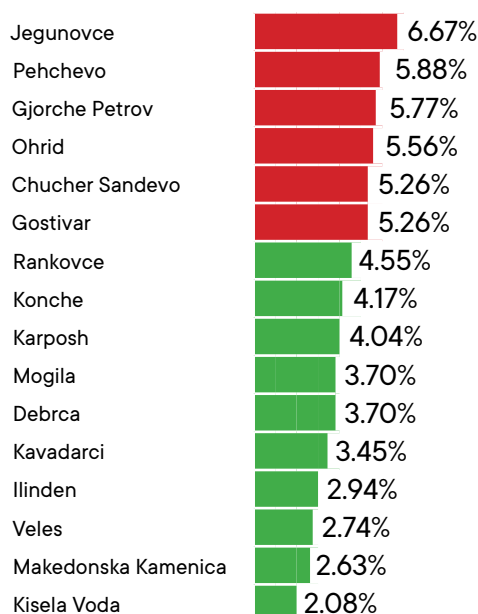
The standard used to assess anticorruption performance under the indicator on the total number of changes made to contracts awarded (annex contracts) and their share in the total number of contracts is the national average of 5.15%, whereby positive assessment is assigned to the institution with lower number of changes and vice versa. Measurements under this indicator show that 7 institutions have more frequently made changes to previously awarded signed contracts compared to the national average.

A dominant share of municipalities (51) has made changes to their public procurement contracts in the range of 2% to 49%. As shown on the chart below, the highest number of annex contracts signed in 2022 is noted with the Municipality of Bogdanci, accounting for share of 49%, followed by Plasnica (36%) and Kumanovo (33%). A total of 21 municipalities have not made any changes to already signed public procurement contracts.



Scope of changes made to contracts awarded (annex contracts)



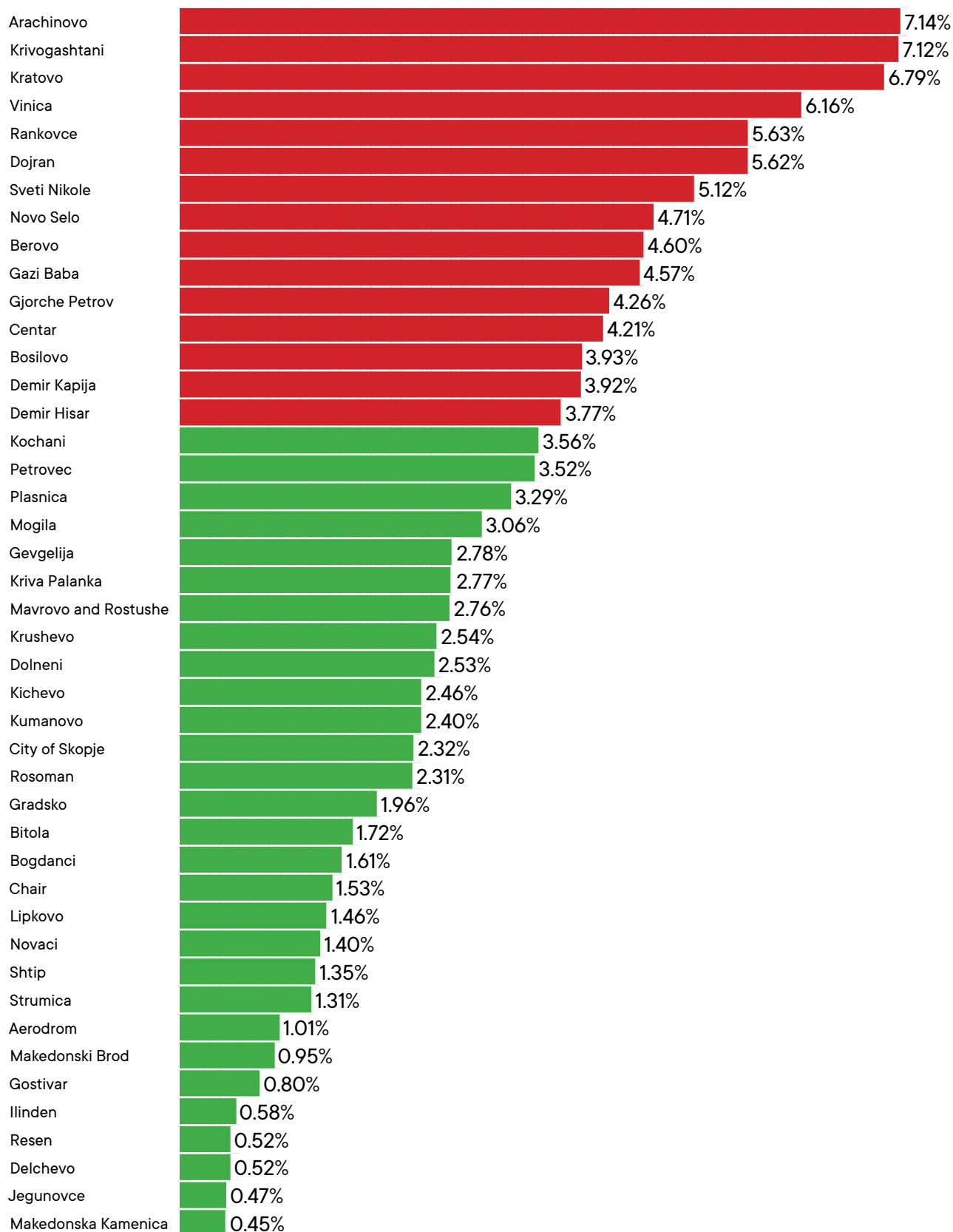


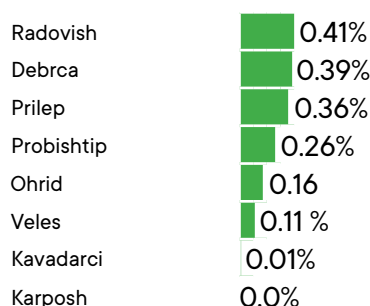
In respect to annex contracts used to increase the primary contract's value, negative assessment is assigned when the institution has amended the value of its primary contracts in the scope above 3.60% of the total value of public procurements, which is the national average.

As shown on the chart below, 15 municipalities have above-average value share of their annexed contracts and are assigned negative assessment, while 37 municipalities have signed annexes to public procurement contracts to change their value, but their share is below the national average of 3.60% and they are not negatively assessed. Of course, the group of 29 municipalities that have not signed annex contracts to change the value of primary contracts are assigned positive assessment.



Value share of annex contracts signed to increase the primary contract's value





As was the case with the ministries, assessment of anticorruption performance among the municipalities included an indicator related to the fact whether the institution has an established system for monitoring implementation of public procurement contracts. Based on responses obtained from the municipalities it could be inferred that most of them (37) do not have such system in place, while 34 municipalities reported they have monitoring systems.

**In respect to transparency, some municipalities does not comply with the deadline of 10 days for submission of notifications on contracts signed in the Electronic Public Procurement System. The municipalities demonstrated relatively good performance in terms of publishing information on their websites.**

Transparency related to publication of information on public procurements is measured against six indicators, some of which concern compliance with law-stipulated deadlines for publication of information in the Electronic Public Procurement System, while others concern publication of relevant information on their websites. It should be noted that the analysis of published information was conducted in the period October-November 2023 and therefore it is possible that some municipalities have published the missing documents in the meantime, but even that would be untimely.

As regards publishing information in EPPS, indicators used to measure anticorruption performance concern compliance with the obligation for publication of notifications on contracts signed, quarterly records and notifications on contract performance.

As regards publication of notifications on contracts signed within a deadline of 10 days from the day when the contract was signed, positive assessment is assigned when the institution has complied with law-stipulated deadlines for more than 90% of contracts awarded. Also, adherent compliance with this obligation is noted with 5 municipalities, those being: Aerodrom, Gazi Baba, Kavadarci, Kochani and Novaci.

In the case of quarterly records, timely publication of all 4 sets of records is noted with 32 municipalities.

Based on the analysis of the indicator on publishing notifications on contract performance, which was conducted after the end of 2023, it can be inferred that 77 municipalities have complied with this obligation and published notifications in EPPS for more than 80% of contracts, while 7 municipalities have not published such notifications in the required scope.

A dominant share of municipalities (57) have published all relevant information on public procurements on their websites such as: annual public procurement plans and amendments thereto, procurement notices, as well as notifications on contracts signed, contracts and annexes thereto. However, 15 municipalities have published only portion of information required, while 9 municipalities have completely disregarded their obligations for transparency in public procurements. Detailed overview of the municipalities' compliance with the obligation for publishing information on public procurements is given in the table below.



**Publication of information on the institution's website**

Municipality	Does the institution publish the annual public procurement plan and amendments thereto on its website?	Does the institution publish procurement notices on its website?	Does the institution publish notifications on contracts signed, contracts and annexes thereto on its website?
Aerodrom	no	no	no
Arachinovo	yes	no	yes
Berovo	yes	yes	yes
Bitola	yes	yes	yes
Bogdanci	yes	yes	no
Bogovinje	no	no	no
Bosilovo	yes	yes	yes
Brvenica	yes	no	yes
Butel	yes	yes	partially
Valandovo	yes	yes	yes
Vasilevo	yes	yes	yes
Vevchani	no	no	partially
Veles	yes	yes	yes
Vinica	yes	yes	yes
Vrapchishte	yes	no	no
Gazi Baba	yes	yes	yes
Gevgelija	yes	yes	yes
Gostivar	yes	yes	yes
City of Skopje	no	no	no
Gradsko	yes	yes	yes
Debar	yes	yes	yes
Debrca	yes	yes	yes
Delchevo	yes	yes	yes
Demir Kapija	yes	yes	yes
Demir Hisar	yes	yes	yes
Dojran	yes	no	no
Dolneni	no	no	no
Gjorche Petrov	yes	yes	yes
Zhelino	yes	yes	yes
Zelenikovo	no	no	no
Zrnovci	yes	yes	yes



Municipality	Does the institution publish the annual public procurement plan and amendments thereto on its website?	Does the institution publish procurement notices on its website?	Does the institution publish notifications on contracts signed, contracts and annexes thereto on its website?
Ilinden	yes	yes	yes
Jegunovce	no	yes	yes
Kavadarci	yes	yes	yes
Karbinci	yes	yes	yes
Karposh	yes	yes	yes
Kisela Voda	yes	yes	yes
Kichevo	yes	yes	yes
Konche	yes	yes	yes
Kochani	yes	yes	yes
Kratovo	no	no	no
Kriva Palanka	yes	yes	yes
Krivogashtani	yes	yes	yes
Krushevo	yes	yes	yes
Kumanovo	yes	yes	yes
Lipkovo	yes	yes	yes
Lozovo	yes	yes	yes
Mavrovo and Rostushe	yes	yes	yes
M. Kamenica	yes	yes	yes
Makedonski Brod	yes	yes	yes
Mogila	yes	yes	yes
Negotino	yes	yes	yes
Novaci	yes	yes	yes
Novo Selo	yes	yes	yes
Ohrid	yes	yes	yes
Petrovec	yes	yes	yes
Pehchevo	yes	yes	yes
Plasnica	yes	no	no
Prilep	yes	yes	yes
Probishtip	yes	yes	yes
Radovish	yes	yes	yes
Rankovce	yes	yes	yes
Resen	yes	no	no



Municipality	Does the institution publish the annual public procurement plan and amendments thereto on its website?	Does the institution publish procurement notices on its website?	Does the institution publish notifications on contracts signed, contracts and annexes thereto on its website?
Rosoman	yes	yes	yes
Saraj	yes	yes	yes
Sveti Nikole	yes	yes	yes
Sopishte	no	no	no
Staro Nagorichane	yes	no	no
Struga	yes	no	no
Strumica	yes	yes	yes
Studenichani	no	no	no
Tearce	yes	yes	yes
Tetovo	yes	yes	yes
Centar	yes	yes	yes
Centar Zhupa	yes	yes	yes
Chair	no	yes	yes
Chashka	yes	yes	yes
Cheshinovo-Obleshevo	no	yes	yes
Chucher Sandevo	Yes	no	no
Shtip	Yes	yes	yes
Shuto Orizari	No	no	no





## LIST OF INDICATORS USED TO ASSESS ANTICORRUPTION PERFORMANCE IN PUBLIC PROCUREMENT

1. Number of tender procedures implemented per public procurement officer annually.
2. Share of public procurement officers with valid certificate for passed exam on public procurements.
3. Are members of public procurement committees rotated for each tender procedure or they remain the same?
4. Does the institution develop elaborations on the procurement's need?
5. Does the institution have internal rules for setting the procurement's estimated value?
6. Does the institution have internal rules that govern development of technical specifications?
7. Does the institution organize technical dialogues?
8. Does the institution publish the annual public procurement plan and amendments thereto on its website?
9. Implementation rate of the public procurement plan.
10. Scope (percentage) of changes made to the annual public procurement plan.
11. Does the institution have an established system for monitoring implementation of its public procurement plan and how does the system operate?
12. Does the institution publish procurement notices on its website?
13. Share of reasonable deadlines for bid submission.
14. Share of tender procedures that anticipate organization of electronic action.
15. Use of discriminatory elements in tender documents.
16. Share of tender procedures divisible into lots.
17. Does the institution disclose documents related to individual tender procedures requested under the instrument for free access to public information within the law-stipulated deadline?
18. Average number of bids per tender procedure.
19. Share of tender procedures presented with one bid.
20. Value of contracts awarded under tender procedures presented with one bid.
21. Value share of contracts awarded to one company.
22. Share of annulled tender procedures at the level of the institution.



23. Value share of contracts awarded under negotiating procedure without previously announced procurement notice in the total value of contracts.
24. Value share of annex contracts in the total value of contracts,
25. Compliance with the obligation for publishing notifications on contracts signed in EPPS.
26. Does the institution comply with the obligation for publishing quarterly records in EPPS within the law-stipulated deadlines?
27. Does the institution publish notifications on contract performance in EPPS?
28. Does the institution publish notifications on contracts signed, contracts and possible annex contracts on its website?
29. Share of amended contracts in the total number of contracts.
30. Does the institution have an established system for monitoring implementation of public procurement contracts and how does that system operate?
31. Share of appeals in the total number of procurement notices.
32. Share of approved appeals in the total number of appeals.



