



GOVERNMENT OF SAMOA
RECRUITMENT OF A NATIONAL
PROCUREMENT EXPERT



The Government of Samoa is seeking to recruit a national procurement expert for 55 working days to work with a team including officials and an international expert to assist the Ministry of Finance in undertaking a comprehensive review of the public sector procurement systems.

Detailed Terms of Reference and information on the application procedure are available from the following web site (ref: PFMR2/2011/12): www.mof.gov.ws under Services/Procurement. The deadline for submission is 10.00am local Samoan time on Monday 19th December 2011. Applications must be submitted to: Secretary Tender's Board, 4th Floor, Central Bank Building, Ministry of Finance, Private Bag, Apia, Samoa. For clarification or further information contact: Soteria Noaese – email: soteria.noaese@mof.gov.ws Tel: +685 34419



GOVERNMENT OF THE INDEPENDENT STATE OF SAMOA

MINISTRY OF FINANCE

**RECRUITMENT OF NATIONAL PROCUREMENT EXPERT
REQUEST FOR QUOTATION**

RFQ Reference: PFMR2/2011/12

NOVEMBER 2011

Letter of Invitation

1. Request for Quotations

The Ministry of Finance, hereinafter the Procuring Entity, intends to apply funds from AusAID (Performance-Linked Aid) for the recruitment of a National Procurement Expert(s) to assist the Ministry of Finance in undertaking a comprehensive review of the public sector procurement systems.

2. Eligibility of Consultants.

The consultant must not have been convicted within the last year of, or currently under indictment for, a criminal offence involving corruption or other misconduct reflecting a lack of suitability to participate in procurement.

3. Terms of Reference

The Procuring Entity herewith invites quotations (COVER LETTER CV(s) + Cost Estimate) for the services described in Annex 1 of this RFQ.

4. Curriculum Vitae

You are hereby invited to submit your letter of motivation highlighting relevant experience and skills, and Curriculum Vitae (CV). Please find below in Annex 2 a sample form of a CV to be utilized when submitting your quotation.

5. Cost Estimate of Services

You should also provide a Financial Quotation. Please find below in Annex 3 a sample form "Cost Estimate of Services and Schedule of Rates". **The maximum budget available for this contract is 65,000 SAT inclusive of VAGST.**

6. Preparation and Submission of Quotations

Quotations must be delivered with one original and two copies. The Cover letter and CV shall be placed in a sealed envelope clearly marked "Curriculum Vitae" followed by the RFQ Number and the name of the assignment, as indicated above in the present letter.

Similarly, the Financial Quotation shall be placed in a separate sealed envelope clearly marked "Financial Quotation" followed by the RFQ Number and the name of the assignment as indicated above in the present letter and with a warning "Do Not Open With the Curriculum Vitae." The envelopes containing, respectively, the CV and the Financial Quotation shall be placed into an outer envelope and sealed. This outer envelope shall bear the submission address, RFQ number, name of the assignment, submission deadline and offer validity, and be clearly marked "Do Not Open, except during the proposal opening session." The address for submission is as follows:

**Secretary Tender's Board
4th Floor, Central Bank Building,
Beach Road
Ministry of Finance,
Private bag**

Apia, Samoa.

Submission must be by hand delivery, mail or courier. Email or fax submissions will not be accepted.

The Procuring Entity shall not be responsible for misplacement, loss or premature opening if the outer envelope is not sealed and/or marked as stipulated. This circumstance may cause the rejection of the quotation. If the Financial Quotation is not submitted in a separate sealed envelope duly marked as indicated above, this will constitute grounds for rejecting the Proposal. **The Cover letter and CV shall not include any financial information which may totally or partially disclose the quoted price.** A CV containing such financial information shall be rejected.

7. Information on tax in Samoa

This Contract is subject to taxation in Samoa. The Consultant must quote fee rates including any taxes payable in Samoa as set out in Annex 3.

7. Evaluation Procedure

a) Evaluation of CVs

The Evaluation Committee shall evaluate the Cover letter and CVs on the basis of their compliance with the requirements of the TOR, experience and qualifications of the Consultant, suitability to the assignment, language, and knowledge of local conditions. Each acceptable CV will be given a technical score (**St**). A CV shall be rejected at this stage if it fails to achieve the minimum technical score of 70 points. A team of experts with more than one CV will also be considered. In this case the evaluation will consider the expertise of the team as a whole.

CVs will be evaluated in accordance to the following criteria:

Criteria	Maximum score
Qualifications	10
Relevant experience and knowledge of public sector procurement systems in Samoa	40
Experience in undertaking reviews, evaluations and surveys, including collection and analysis of data	20
Knowledge of the procurement issues and challenges in Samoa from different perspectives	20
Communication and report writing skills	10
TOTAL	100

b) Evaluation of the Financial Quotation

The lowest quote will be noted 100 points. The formula for determining the financial score S_f is the following:

$$S_f = 100 \times P_i/P_m, \text{ where}$$

S_f is the point given to the quotation
 P_i is the lowest quote
 P_m is the price of the evaluated quotation

c) Global evaluation of the Quotation

The CV is given a weight of 80% and the financial quotation 20%. The global score is determined as follows: $S = 80\% S_t + 20\% S_f$

Where: S is the global score

St is the score of the technical proposal
Sf is the score of the financial proposal

The quotation achieving the highest combined technical and financial score will be selected.

8. Date for Submission

You are requested to provide your quotation at the latest by **10am (local Samoan time) on Monday 19th December 2011.**

9. Validity of Quotation

The quotation shall remain valid for a period not less than 60 days after the deadline date specified for submission.

10. Please note that the cost of preparing a quotation and of negotiating a contract is not reimbursable as a direct cost of the assignment.

11. The following documents are attached to this Letter of Invitation:

- | | |
|---|---------|
| I. Terms of Reference | Annex 1 |
| II. Sample Format of Curriculum Vitae (CV) | Annex 2 |
| III. Sample Cost Estimate of Services and Schedule of Rates | Annex 3 |

12. If you require further information on the assignment and the local conditions, you may contact Lae Siliva at the following phone number and address: soteria.noese@mof.gov.ws. Tel: +685 34419, Address: Level 4, Ministry of Finance, Central Bank Building, Private bag, Apia, Samoa.

13. The Client is not bound to accept any of the quotations submitted.

Yours sincerely,

CHIEF EXECUTIVE OFFICER
MINISTRY OF FINANCE

Annex 1



GOVERNMENT OF SAMOA

Phase 2

Public Finance Management Reform Plan



TERMS OF REFERENCE

ASSESSMENT OF SAMOA'S PUBLIC PROCUREMENT SYSTEMS

1. Background

The Government of Samoa is seeking to recruit one international Public Procurement Assessment Consultant and national procurement Consultant(s) to assist the Ministry of Finance in undertaking a self-assessment of the national procurement systems and development of a capacity building plan based on the OECD Methodology for Assessment of Procurements systems (hereinafter referred to as “the assessment”).

The Government of Samoa is committed to strengthening its public finance management systems. Procurement remains one of the priority areas for improvement and there has been a pressing need over the past two years to strengthen the Government’s procurement service standards and systems.

Samoa does not have any separate legal framework regulating the policies, procedures and documentation for procurement of public goods, works and services. However, there are several instruments that regulate public procurement as part of the overall financial management of public funds, including Treasury Instructions 1977 (currently being updated), Public Finance Management Act 2001 (PFMA 2001), Tenders Board Guidelines for Government Procurement by Public Tender, February 2003, and other related circulars and documents issued by government, especially the Ministry of Works, Infrastructure and Transport, and the Ministry of Health.

The Institutional Strengthening Project of AusAID (1996-2001) contributed significantly to the development of procurement policies, procedures and tendering manuals, which resulted in the issue of the Tenders Board Guidelines by the Tenders Board in February 2003 and the issue of procedures relating to specific topics on tendering for major building and construction works. The existing procurement instruments apply to all Government departments using public funds, and to state-owned enterprises in which the Government has more than a 50 percent share or voting rights, unless the enterprise's Board of Directors or Governing Body has approved its own procurement procedures.

The PFMA 2001 expanded the composition and functions of the Tenders Board. The membership was increased to eight persons, with the Minister of Finance as its Chairperson, including officials from Finance, Ministry of Works, Transport and Infrastructure, and the Attorney General's Office, as well as one representative from the private sector. The representation of the private sector in the Tenders Board is currently not manifested in practice. The Act gives the ministries and state-owned enterprises responsibility for their own

procurement but the Tenders Board still holds responsibility for inviting tenders for goods, works and services above WST50,000 (USD21,700 equivalent) and for awarding contracts within the range of WST50,000 and WST500,000 (USD21,700 and USD217,000 equivalent), as well as for establishing rules and procedures relating to provisions contained in the Instructions and Regulations.

The World Bank undertook an Operational Procurement Review in 2006, following which technical support was provided to draft new Procurement Guidelines, manuals and standard bidding templates and related training in the period to 2008. The new Procurement Guidelines have been approved and are currently being used by government. The templates have been disseminated following a whole of government training workshop in late 2008, but the use of the templates has not been enforced due to concerns over the appropriateness in the Samoan context. Thus there continues to be a lack of clear standards and templates for procurement actions by the Government.

Under the PFM Reform Plan Phase 2 the Government is committed to establishing a new Procurement Division to provide technical support to the Tenders Board. This Division will be under the Operational Department of the Ministry of Finance and will report to the DCEO Operations. The staff will comprise an ACEO Procurement, who has been recruited in September 2011, a Principal Procurement Officer and a Senior Procurement Officer. The Unit will provide Secretarial support to the Tenders Board and will be responsible for administering the GoS's procurement guidelines and procedures as well as monitoring procurement procedures to ensure that they meet Government standards as well as developing and updating the procurement manual, standard bidding templates and guidelines suited to the Samoan context. Their role will include the provision of technical support and training for line Ministries, analysing tender evaluation reports and maintaining records of Tender Board decisions and publicising large contract awards and updating the GoS procurement page under the MOF's website. The key commitments in the phase 2 PFM Reform Plan are provided as follows:

- **Establishment of a Procurement Division within Ministry of Finance to advise and provide support to the Tenders Board.** The unit will provide advice and training to line Ministries on the Government guidelines, manual and templates as well as maintain a record of Tender Board decisions. In addition will continuously review and improve the guidelines, manual and templates.
- **Procurement Manual and Templates for tenders and contracts for goods, supplies, services and works adjusted to the Samoan context** to be prepared and disseminated to line-agencies of government.
- A system to be put in place to **publicise award decisions on large contracts** on the MoF web-site and on MoF and implementing agency Ministry notice boards.

Following consultations with development partners it has been agreed that it would be useful to undertake a joint review of Samoa's current procurements systems with the aim of defining the necessary actions to strengthen procurement systems and build capacity across Government. This review should also establish a baseline for monitoring the impact of future reform and capacity building efforts. In line with the experience of conducting a PEFA assessment in 2010, it has been agreed that the assessment should be undertaken as a self-assessment exercise led by the Government, following the OECD MAPS methodology, and supported by international and local consultants for training, surveys, data collection, verification and report preparation. The international expert will be recruited and contracted

by the development partners and Ministry of Finance will recruit and contract the national procurement expert, which is the subject of this RFQ. The assessment team will be led by the new ACEO for Procurement Division in MoF, with representatives as follows:

- an official from the Attorney General’s Office,
- an official from the Audit Office,
- an official from MoF’s Internal Audit Division, and
- 2 representatives from Procurement Entities

The assessment team will be guided by an OECD procurement consultant with experience in the OECD MAPS methodology, which is the subject of these terms of reference. The finding from the self-assessment exercise and proposed will be presented to development partners for verification and discussion.

2. OBJECTIVE OF THE ASSIGNMENT

The objective of this assignment is to assist the Ministry of Finance in undertaking a self-assessment of Samoa’s public procurement systems and capacity on the basis of the OECD MAPS methodology, identifying weaknesses/deficiencies in the systems against internationally accepted base line indicators and to design reform actions to strengthen the systems and capacity. The specific role of the national consultant will be to provide support to the Government self-assessment team and the international expert in planning and undertaking data collections, surveys, key informant interviews, etc as well as related analysis of the information collected.

3. DETAILED TASKS

- i. Provide training to the assessment team on the OECD MAPS methodology.
- ii. Conduct a Briefing Workshop for key stakeholders, including line-Ministries/ SOEs selected for participating in the assessment, private sector representatives, and development partners at the start of the assessment process. The workshop should include an overview of the methodology, the techniques to be used for data collection, the timeframe and the outputs from the process.
- iii. Design of surveys, questionnaires and data collection formats for the assessments of the procurement Baseline Indicators and Compliance and Performance Indicators. The design of the survey should include qualitative aspects with the aim of identifying root causes for capacity gaps (based on the OECD Malawi case study approach) for each of the areas covered by the assessment. Assist the team to undertake the surveys and data collection with a focus on large-value procurements and line-ministries/agencies with large budgets including MoH, MESC, and LTA as well as a selection of other Ministries and stakeholders. This process should ensure adequate consultation with private sector contractors, suppliers and service providers to validate and enrich the findings. Check and verify the findings of the survey assessment team in line with MAPS.
- iv. Draft a report on the findings of the assessment process based on the outline for reporting under MAPS. The report should include an analysis of the capacity gaps between the current situation and desired capacity, information collected on the root causes and a proposed strategy and design for a capacity building plan to strengthen procurement capacity across Government. The report will include suggested performance measures that can be used to monitor progress in strengthening

procurement systems and capacity based on data that can be collected with relative ease.

- v. Assist with the presentation of findings from the assessment to all stakeholders (including development partners) who have been consulted in the assessment process at a Validation workshop, with a view to eliminating errors and misunderstandings and promoting stakeholder buy-in.
- vi. Conduct a stakeholder consultation workshop including development partners to (i) identify and prioritize key recommendations to address the identified weaknesses and gaps in the systems, (ii) agree on key indicators to be measured, and (iii) prepare a roadmap covering the next steps.
- vii. Prepare a draft Final Assessment Report on the assessment, complete with recommendations and indicators, the roadmap covering the next steps with costing and timelines and a monitoring plan.
- viii. Assist with the presentation of the draft Final Assessment Report to high level management in the Government, for endorsement of the recommendations and roadmap.

4. METHODOLOGY

The consultants will work under the overall guidance of the Tenders Board with day-to-day supervision by the DCEO, Operations. The consultants will develop a workplan after the first week of the assignment with timeframe of activities for the implementation of the assignment. The consultants will utilise the OECD Methodology for Assessment of National Procurement Systems Version 4 dated July 2006 with the updated Base Line Indicators dated February 2010. In addition the consultants should adapt the methodology to the Samoan context based on the OECD-MAPS Guidance note for Application in Small, Fragile and Post Conflict Countries.

The assessment will include a review of:

- the current legal framework and the various instruments used to govern public procurement as mandated by the Government, with a critical assessment of the potential to cause confusion and misunderstanding (especially if an order of precedence for all such instruments has not been laid down), and whether a separate Public Procurement Law or Act would be beneficial
- the mechanisms for advertising tenders nationally, regionally and internationally
- the adequacy and appropriateness of the various mandated templates to be used by implementing agencies, with due regard to good international practices
- the current level of delegation of decision-making authority to implementing agencies
- the capacity of implementing agencies to draft terms of reference, technical specifications and cost estimates for procurement actions
- the composition and role of the Tenders Board, with due regard to procurement knowledge and expertise requirements
- the potential for involving the private sector in the approval process, with due regard to conflict of interest issues

- the level of autonomy provided to State-owned enterprises to establish their own procurement procedures, which could be restrictive, biased or otherwise, and yet remain compliant with all relevant procurement instruments.

5. LOCATION AND TIMEFRAME

The work will be undertaken in Apia, Samoa.

One international consultant is required to provide 35 working days input over two visits in the period January-April 2012. The assignment must be completed by end April at the latest. The current indicative start date for the assignment is 23 August.

Local consultant(s) will be recruited by the Government of Samoa under this tender to assist with surveys, data collection and analysis and contribute to the report preparation and presentation. The local consultant(s) will be required for 55 working days. The timeframe for the assignment is attached in annex.

6. OUTPUTS

The local consultant will assist with the preparation of the Procurement Review Final Assessment Report including the Road Mao for capacity building.

7. ADMINISTRATIVE ARRANGEMENTS

The consultant will work under the overall supervision of the Deputy CEO, Operations in Ministry of Finance with day-to-day supervision from the ACEO Procurement in MoF. The expert will work in close collaboration with the Procurement Review Assessment Team and the internal procurement expert. Working space can be made available in MoF as required. The consultant will be responsible for their own computer. Any additional workshop or survey implementation costs will be financed separately from this contract.

8. EXPERTISE REQUIRED

An individual or team with the following profile is required:

- Qualification to degree level with training on procurement preferred
- Extensive experience in public sector procurement in Samoa, preferably with different entities
- Good understanding of the procurement issues and challenges in Samoa
- Experience in undertaking reviews, evaluations and data gathering through surveys, questionnaires, interviews, etc.
- Excellent writing, communication and presentation skills in Samoan and English

PROPOSED PROCUREMENT REVIEW TIMEFRAME

Weeks	1	2	3	4	5	6	7	8	9	10	11	12	13
Start of week date (2012)	23-Jan	30-Jan	6-Feb	13-Feb	20-Feb	27-Feb	5-Mar	19-Mar	20-Mar	26-Mar	2-Apr	9-Apr	16-Apr
Launch workshop	X												
inception Report - with workplan and timeframe		X											
Training of assessment team													
Development of questionnaires/ survey formats													
Piloting data collection													
Surveys and data collection													
Analysis of results													
Draft Report of Findings										X			
Stakeholder Workshop - MAPS Results										X			
Preparation of Road Map/ Capacity building plan													
Stakeholder Workshop - On Capacity Building Road Map											X		
Draft Final Assessment Report											X		
Final Report													X
International Consultant Missions													
Local Consultant Support													

Annex 2

Sample Format of Curriculum Vitae (CV)

Name: _____ (insert as appropriate)
Profession: ____ (insert as appropriate)
Date of Birth: _ (insert as appropriate)
Nationality: ____ (insert as appropriate)
Membership in Professional Societies: __ (insert as appropriate)
Key Qualifications:

(Give an outline of experience and training most pertinent to tasks on assignment. Describe degree of responsibility held on relevant previous assignments and give dates and locations. Use about half a page.)

Education: (Summarize college/university and other specialized education, giving names of institution, dates attended, and degrees obtained. Use about one quarter of a page.)

Employment Record: (Starting with present position, list in reverse order every employment held. List all positions held since graduation, giving dates, names of employing organizations, titles of positions held, and locations of assignments. For experience in last ten years, also give types of activities performed and client references, where appropriate. Use about two pages.)

Languages:

(For each language indicate proficiency: excellent, good, fair, or poor in speaking, reading, and writing.)

Names and contact details (phone and email) for 2 references.

Certification: I, the undersigned, certify that to the best of my knowledge and belief, these data correctly describe me, my qualifications, and my experience.

Signed: _____

Date: _____ (insert as appropriate)

Day/Month/Year

Note Alternative CV formats which include all the above information will be accepted

Annex 3
Financial Quotation
Cost Estimate of Services and Schedule of Rates

(1) **Remuneration**

<i>Name</i>	<i>Rate (Samoan Tala, as applicable)* (per working day)</i>	<i>Time spent (number of working days)</i>	<i>Total (Samoan Tala, applicable)*</i>
_____ (insert as appropriate)	_____ (insert number)	55	_____ (insert number)
VAGST			
Sub-Total (1)			

NOTE: The daily fee rate must be **inclusive of** medical insurance, provision of office equipment, support services etc, and all taxes payable in Samoa. The expert will be expected to provide his/her own laptop computer. Separate funds will be available for surveys/workshops/participatory events. **Fees must be quoted in Samoan Tala.**

Signed:

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