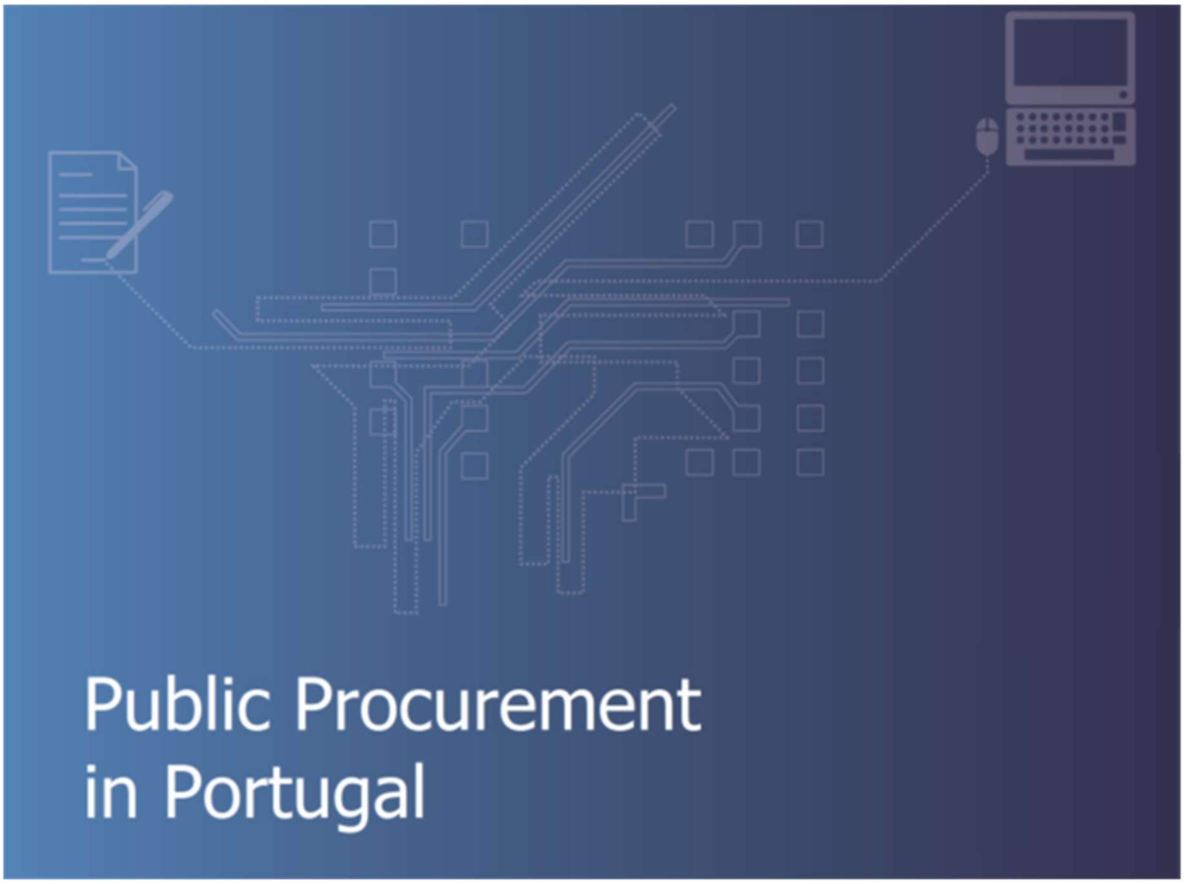
# Annual Report | 2018




Final Version

REPÚBLICA PORTUGUESA
INFRAESTRUTURAS E DA HABITAÇÃO

IMPIC
Instituto dos Mercados Públicos do Imobiliário e da Construção

TECHNICAL DATA

Title:

Public Procurement in Portugal 2018

Directorate of Financial Management, Research and Strategy
Instituto dos Mercados Públicos, do Imobiliário e da Construção, I.P.
Av. Júlio Dinis, 11
1069–010 Lisboa
Telephone: 217 946 700 |Fax: 217 946 799 |Email: geral@impic.pt

Date of publication: April 2020

Figures reported with reference to the “BASE portal” source (www.base.gov.pt) were calculated using the Power BI tool

TABLE OF CONTENTS

## Abbreviations

| | |
|---|---|
| ACT | Above Community thresholds |
| CPV | Common Procurement Vocabulary |
| EM | EUR million |
| EP | Electronic Platforms |
| GDP | Gross domestic product |
| GFCF | Gross fixed capital formation |
| GS | Goods and services |
| ICPEP | Electronic Public Procurement Index in Portugal (Ìndice da Contratação Pública Eletrónica em Portugal)) |
| IMPIC | Instituto dos Mercados Públicos, do Imobiliário e da Construção (Institute of Public Procurement, Real Estate and Construction) |
| INCM | Imprensa Nacional Casa da Moeda (the Portuguese Mint and Official Printing Office) |
| K | Thousand |
| MI(act)) | Manchester Index (above Community thresholds) |
| OJEU | Official Journal of the European Union |
| PCC | Public Contracts Code |
| pp | Percentage points |
| PW | Public works |
| SMEs | Small and medium-sized enterprises |

# 1. INTRODUCTION

The Institute of Public Procurement, Real Estate and Construction (hereinafter referred to as "IMPIC", from Instituto dos Mercados Públicos, do Imobiliário e da Construção) is hereby presenting the 2018 annual report on public procurement in Portugal. The publication takes place at the end of 2019 and is the result of a dynamization project aimed at disseminating the main indicators related to public procurement and promote a better understanding of this field just like in previous years[1] , by using a new tool (Power BI).

This report is made possible by the existence of the BASE portal that was created under the public procurement reform in 2008, namely as regards the mandatory introduction of e-procurement, and is the repository of all public contracts.

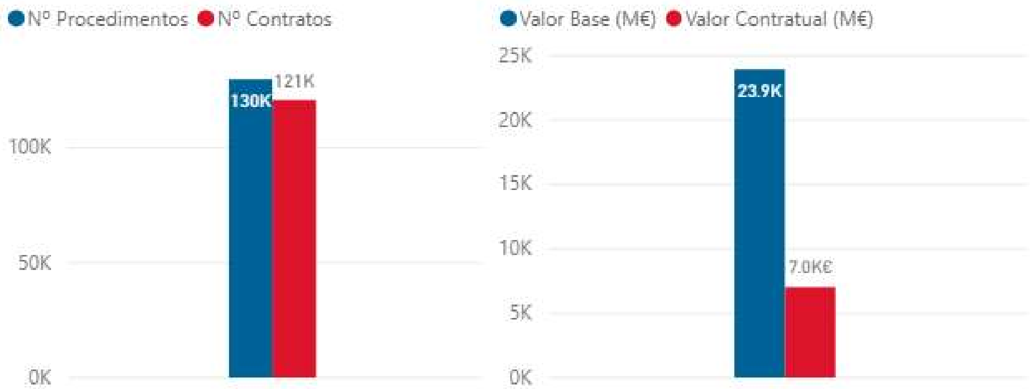
The BASE portal is an integral part of the e-procurement model adopted by Portugal in 2009 and plays a significant role in terms of transparency and accountability, namely because it is freely available. Besides that, it also allows for the preparation of analyses that otherwise would not be feasible - at least not in the same way – and that clearly increase the concrete knowledge on public procurement in Portugal, allowing for more informed decisions when designing public policies.

The innovative nature of the Portuguese e-procurement model is self-evident, namely due to the provision of a website with the characteristics and objectives of the BASE portal, and the transposition of the new Directives on public procurement[2] into national law through Decree-Law No 111-B/2017 of 31 August 2017, amending the Public Contracts Code approved by Decree-Law No 18/2008 of 29 January 2008, which entered into force on 1 January 20 and only applies to those procedures where the date of the decision to contract is later than this date. Therefore, this report seeks to adapt to change and reflect the information stemming therefrom.

[1] Reports for 2010, 2011, 2012, 2013, 2014, 2015, 2016 and 2017 available on IMPIC's website (http://www.impic.pt/impic/pt- )pt/relatorios-e-dados-estatisticos/relatorios-de-contratacao-publica and on the BASE portal (http://www.base.gov.pt/Base/pt/Relatorios)
[2] Directives 2014/23/EU, 2014/24/EU and 2014/25/EU of 28 March 2014.

## 2. E-PROCUREMENT IN PORTUGAL

Graph 1 – Public procurement in 2018




*Source: BASE portal (September 2019)*

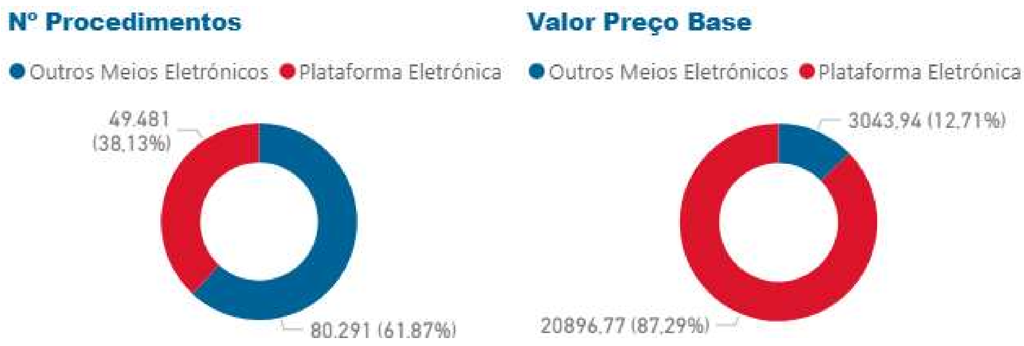
The number of procedures reported to the BASE portal in 2018 totalled 129,733[3] and their estimated price[4] amounted to EUR 123,941 million. In the same period, the number of contracts concluded and reported to the BASE portal – irrespective of the year in which the procedure was launched – was 120,781, corresponding to EUR 7,032 million in terms of contractual values. In 2018, the aggregated values do not include simplified direct awards.

[3] This figure includes all procurement procedures, except simplified direct awards and excluded procurement (the number of procedures reported in 2017 - 569,482 - included all procurement procedures, namely simplified direct awards and excluded procurement).
[4] The maximum price the contracting authority is willing to pay for the performance of all services constituting the subject-matter of the contract, excluding direct awards (Article 47(1) of the Public Contracts Code).

## 2.1. THE ELECTRONIC PUBLIC PROCUREMENT INDEX IN PORTUGAL (ICPEP)

Among the procedures launched in 2018, those that were carried out through one of the seven electronic platforms authorised for public procurement[5] represent 38.1%, which largely reflects the fact that conducting direct award procedures and preliminary consultations through a platform is not mandatory.

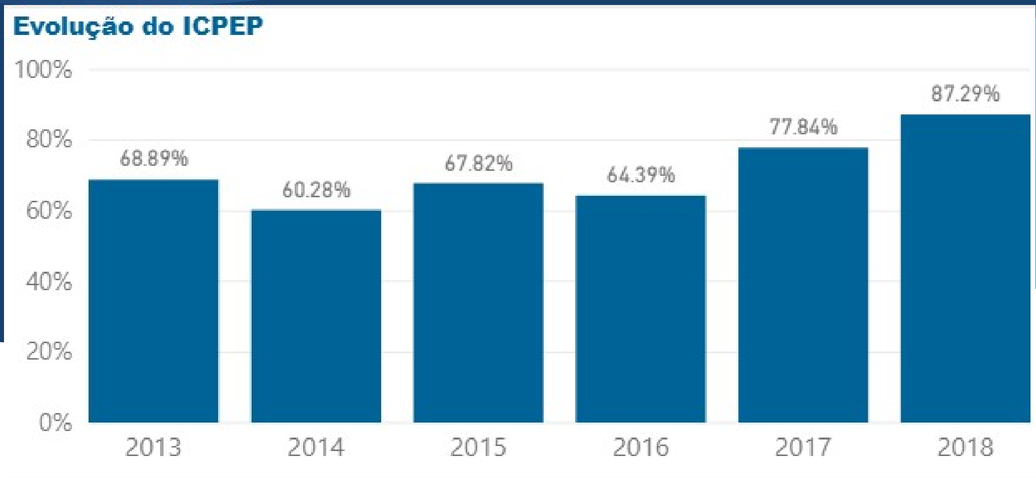
Graph 2 – E-procurement in Portugal in 2018: the weight of the number of procedures carried out in Portugal[6]




*Source: BASE portal (September 2019)*

[5] Platforms of companies licensed and certified by IMPIC and the GNS in accordance with Articles 7 and 8 of Law No 96/2015 of 17 August 2015.
[6] Comparing with the preceding years (2010 and 2011), there was a change in the calculation of the ICPEP: instead of using as a criterion the number of contracts concluded in the relevant year, the number of procedures launched in the relevant year was used.
We believe this approach is more appropriate for two reasons: i) first, because when you use the number of contracts you have to consider the procedures launched in previous years, when the use of electronic platforms was not supposed to be very frequent;
ii) second, because the use of the number of concluded contracts would not take into account those procedures that had been launched but did not lead to a contract (which does not mean that there had been no procedure at all or that it had not been conducted through an electronic platform).

Graph 3 – Changes in the ICPEP




*Source: BASE portal (September 2019)*

The weight of the procurement procedures carried out through electronic platforms was more significant if we consider the monetary values inherent in those procedures: the sum of the estimated prices of the procedures carried out through public procurement platforms represented 87.3% of the sum of the estimated price of all the procedures launched in 2018.

Therefore, the Electronic Public Procurement Index in Portugal (ICPEP) – an index designed to monitor the weight of the public procurement procedures carried out through platforms that at present are duly authorized to that effect - was 87.3%.

Although the value of this index was higher in 2018 than in 2017, it is nevertheless a very positive value, as it largely exceeds the 5% estimated in 2010 in the Green Paper on the use of e-Procurement in the EU [7].

Since competitive procedures[8] must be carried out through electronic platforms for public procurement purposes, this indicator depends on the evolution of the procurement procedures launched under direct awards – which saw an increase in their relative weight (see item 3.5.2) – as for these procedures the use of a public procurement platform is at the discretion of the contracting authority.

[7] Green Paper on expanding the use of e-Procurement in the EU - SEC(2010) 1214 (http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0571:FIN:EN:PDF).

[8] Open procedures and restricted procedures (whose notice is published in the Diário da República, the Portuguese official journal).

# 3. PUBLIC PROCUREMENT FIGURES

In 2018, the total amount of public contracts reported to the BASE[9] portal reached EUR 7,032 billion, as a result of the conclusion of 120,781 contracts.

Graph 4 – Public procurement in Portugal in 2018: overall figures


*Source: BASE portal (September 2019)*

9 It should be noted (like in previous reports) that the reported contracts may not include all the contracts concluded by contracting authorities. Besides the fact that some authorities may not have reported their contracts, either because they did not know it was necessary or for any other reason, there are other contracts that because of their very nature or legal framework may not have been fully reported to the BASE portal, namely:

(a) Contracts with a contractual price of less than EUR 5,000;
(b) Contracts for the purchase of water and electricity services;
(c) Contracts of entities operating in the special sectors (water, energy, transport and postal services) below the Community thresholds;
(d) Contracts excluded under Article 4 of the Public Contracts Code;
(e) Contracts resulting from procedures not covered by Part II of the Public Contracts Code, pursuant to Article 5 thereof (e.g.: in house procurement).

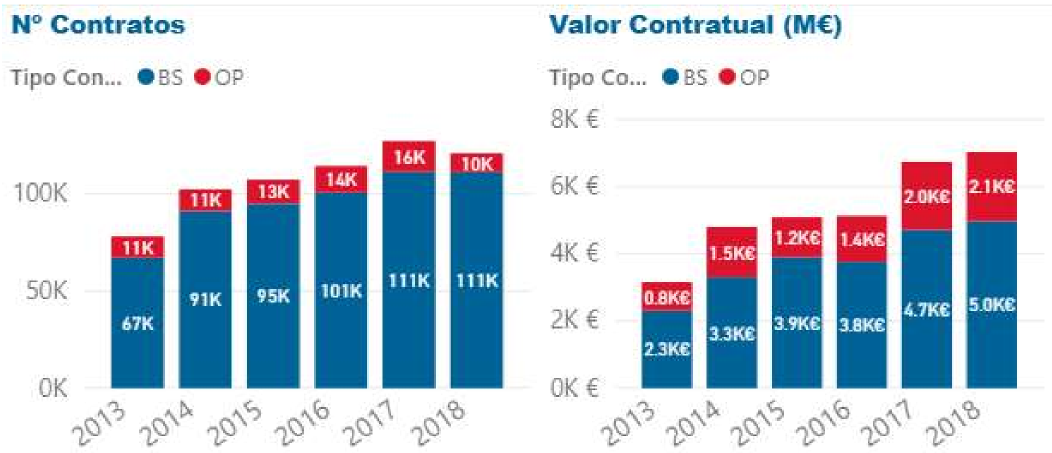
## 3.1. PUBLIC PROCUREMENT STATISTICS

### 3.1.1. PUBLIC PROCUREMENT EVOLUTION

Compared to the preceding years, 2018 saw a decrease in the number of public contracts reported to the BASE portal. This change was observed in particular in public works, which decreased 29.3% from 2017 to 2018. In the case of goods and services, there was an increase of 10.7% when compared to 2017.

As regards the contractual amounts, in 2018 there was an overall increase of 4.2% (+ EUR 288 million). This corresponds to an increase of 5.4% in goods and services, i.e. + EUR 260 million than in 2017, and an increase of 1.4% in public works, i.e. + EUR 29 million.

Graph 5 – Public procurement in Portugal from 2013 to 2018: overall figures




*Source: BASE portal (September 2019)*

## 3.1.2. PUBLIC PROCUREMENT AS A SHARE OF GROSS DOMESTIC PRODUCT

In 2018, the weight of the contractual amounts reported to the BASE portal represented 3.45% of the GDP, corresponding to an increase of 0.01 pp.

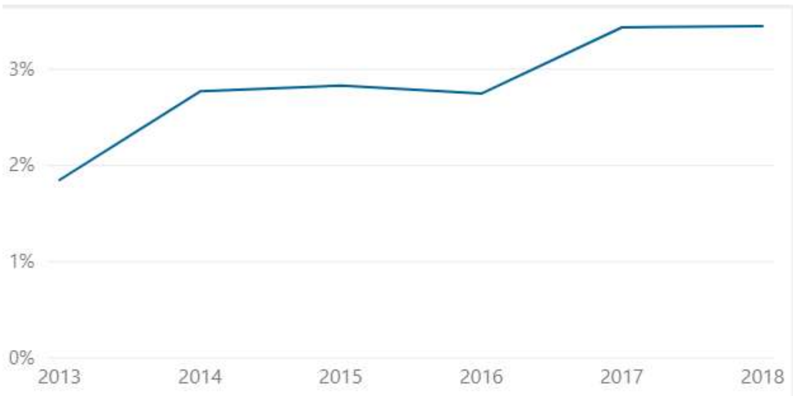
Table 1 – Public procurement reported in Portugal, as a share of GDP

| Ano | PIB (M€) | PIB Var. % | Valor Contratual (M€) | Valor Contratual Var. % | Peso Contratação face ao PIB |
|---|---|---|---|---|---|
| 2013 | 170,492.30 € | | 3,154.63 € | | 1.85% |
| 2014 | 173,053.70 € | 1.50% | 4,794.22 € | 51.97% | 2.77% |
| 2015 | 179,713.20 € | 3.85% | 5,086.90 € | 6.10% | 2.83% |
| 2016 | 186,489.80 € | 3.77% | 5,123.66 € | 0.72% | 2.75% |
| 2017 | 195,947.20 € | 5.07% | 6,732.53 € | 31.40% | 3.44% |
| 2018 | 203,896.20 € | 4.06% | 7,031.97 € | 4.45% | 3.45% |
| **Total** | **1,109,592.40 €** | **22.51%** | **31,923.92 €** | **28.25%** | **2.88%** |

*Source: BASE portal (September 2019)*
*INE - Quarterly National Accounts (last update: 23-09-2019)*

If we consider the indicators estimated by the European Commission for 2017, public procurement in Portugal should represent 9.1% of the GDP, but the number of public contracts reported to the BASE portal did not exceed 3.45% in 2018.

Graph 6 – Public procurement as a share of GDP




*Source: BASE portal (September 2019)*
*INE - Quarterly National Accounts (last update: 23-09-2019)*
*Public Procurement Indicators 2015, European Commission*

## 3.1.3. PUBLIC PROCUREMENT AND GROSS FIXED CAPITAL FORMATION

From 2017 to 2018, the value of public contracts relating to public works reported to the BASE portal increased to EUR 2,064 million.

Table 2 – Public procurement in Portugal as a share of the GFCF in the construction sector (EUR thousand)

| Ano | Formação Bruta Capital Fixo - Construção (M€) | Formação Bruta Capital Fixo - Construçao Var. % | Valor Contratual (M€) | Valor Contratual Var. % | Peso Contratação face ao FBCF - Construção |
|---|---|---|---|---|---|
| 2013 | 13,180.20 € | | 849.99 € | | 6.45% |
| 2014 | 12,969.20 € | -1.60% | 1,491.84 € | 75.51% | 11.50% |
| 2015 | 13,854.50 € | 6.83% | 1,187.88 € | -20.37% | 8.57% |
| 2016 | 13,951.00 € | 0.70% | 1,363.84 € | 14.81% | 9.78% |
| 2017 | 16,262.40 € | 16.57% | 2,021.98 € | 48.26% | 12.43% |
| 2018 | 18,012.00 € | 10.76% | 2,064.46 € | 2.10% | 11.46% |
| **Total** | **88,229.30 €** | **25.65%** | **8,979.98 €** | **29.85%** | **10.18%** |

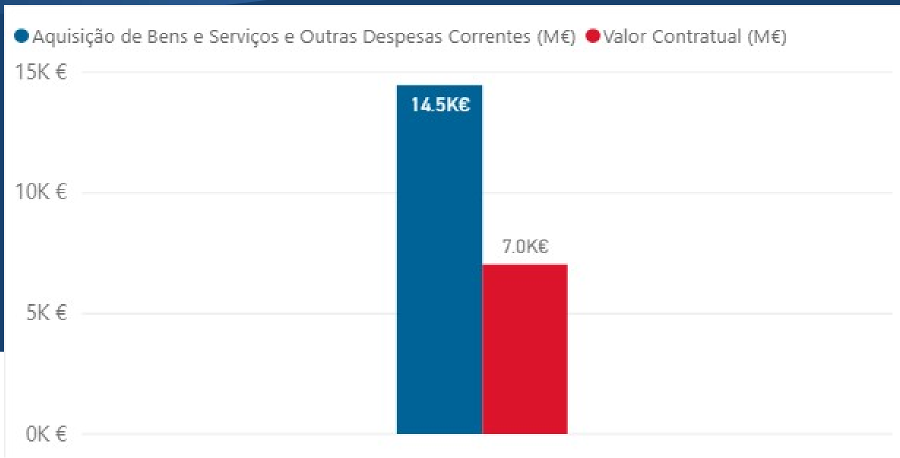
*Source: BASE portal (September 2019)*
*INE - Quarterly National Accounts (last update: 23-09-2019)*

Notwithstanding the increase in the value of public works contracts reported to the BASE portal, the ratio between the overall contractual amount and the gross fixed capital formation in construction decreased 0.97 pp, now representing 11.46% of that indicator.

## 3.1.4. PUBLIC PROCUREMENT AND BUDGETARY IMPLEMENTATION BY PUBLIC ADMINISTRATIONS

A comparison between the contractual amounts reported to the BASE portal and the budgetary implementation by public administrations shows that the overall contractual amount of the contracts reported to the BASE portal in 2018 was EUR 7,032 million (including public works), representing 48.63% of the execution headings “purchase of goods and services” and “other current expenditure”.

Graph 7 – Public procurement in Portugal: comparison with budgetary implementation (EUR million)

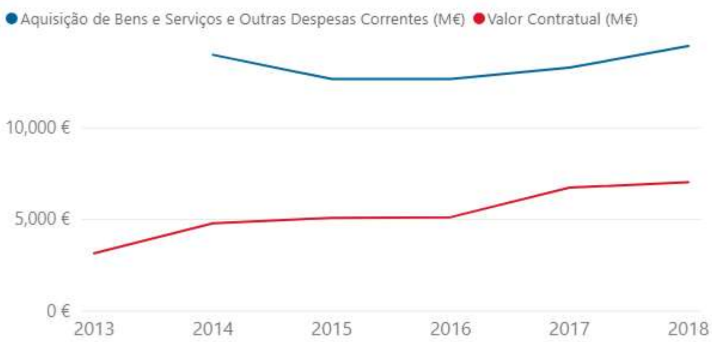



*Source: BASE portal (September 2019)*
*Directorate-General for Budget (Summaries of Budget Implementation - January-December 2018)*

Although the budgetary implementation value can be affected by contracts concluded in previous years, as well as by procurement procedures to which the Public Contracts Code does not apply, a higher amount for the public contracts reported to the BASE portal should be expected if we consider the budgetary implementation value (the fact that there are contracts which because of their nature (for example, lease contracts) are not reported should, however, be taken into account).

Moreover, this has been a recurring situation in the last years, during which the value of the contracts reported to the BASE portal ranged from 34.29% (2014) to 50.70% (2017).

Graph 8 – Public procurement in Portugal: comparison with budgetary implementation. Changes from 2013 to 2018




(EUR million)

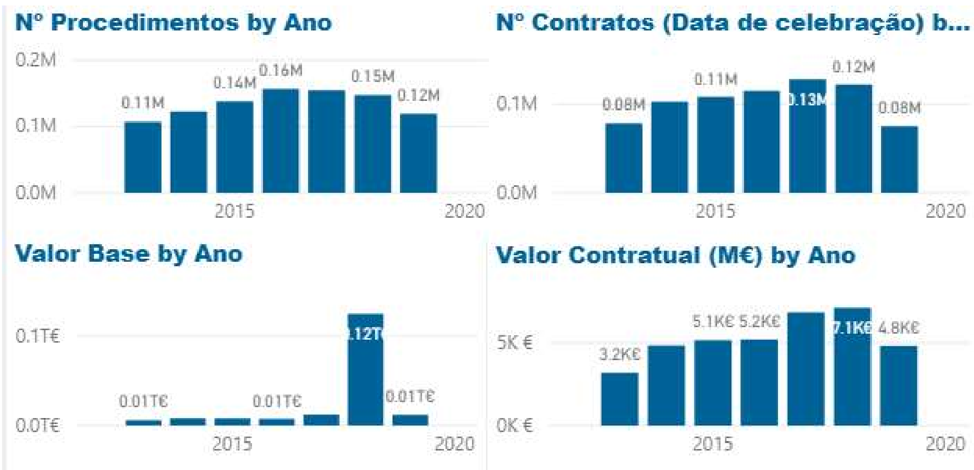
*Source: BASE portal (September 2019)*
*Directorate-General for Budget (Summaries of Budget Implementation - January-December 2018)*

## 3.1.5. LAUNCHED PROCEDURES VS CONCLUDED CONTRACTS

As mentioned above, 129,733 launched procedures (corresponding to EUR 123,941 million in terms of estimated price) and 120,781 contracts (corresponding to EUR 7,032 million in terms of contractual price) were reported to the BASE portal in 2018.

Comparing with 2017, there was in 2018 a decrease in the number of new procedures (-4,461 procedures, i.e. -3.3%), as well as a decrease in the number of new contracts (-6,322 new contracts, i.e. -5.0%).

Graph 9 - Comparing the number of launched procedures with the number of concluded contracts and the value of the estimated price of launched procedures with the contractual amounts (2018)



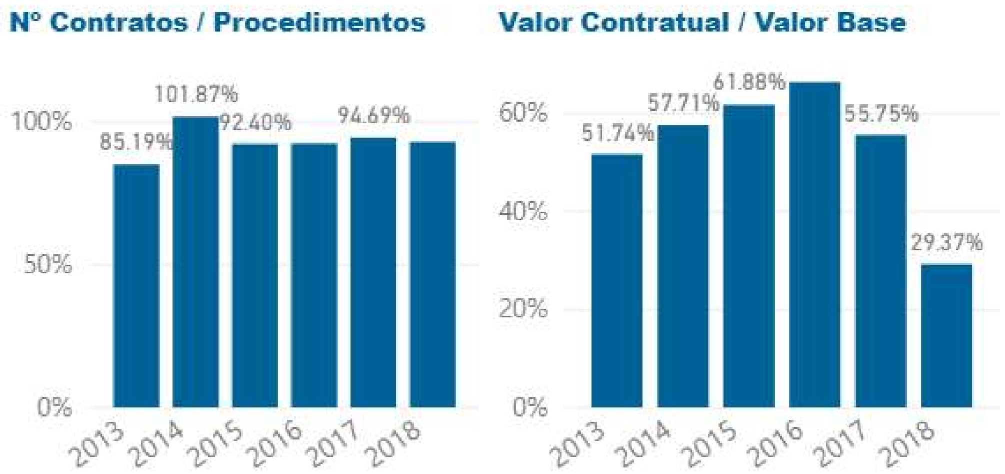

*Source: BASE portal (September 2019)*

In 2018, in the values associated with those procedures and contracts, the aggregate value of the estimated price of launched procedures increased by EUR 111,864 million (+926.3%, which is explained by the existence of procedures involving large amounts following natural disasters), as it was the case with the contractual amounts, which increased EUR 299 million (+4.4%) in relation to 2017.

While they are distinct concepts[10], it is possible to establish a link between the procedures launched and the contracts concluded in the same period. The ratio between the number of contracts concluded and the number of procedures launched in 2018 was, therefore, 93.07% in terms of numbers and 5.67%, in terms of contractual amounts.

Compared to 2017, there was a decrease in the level of completed procedures, i.e. in the ratio between the contracts concluded and the procedures launched during the year both as regards the number of contracts (-1.62 pp), and their value (-50.08 pp).

Graph 10 – Ratio between the contracts concluded and the procedures launched in the same year: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

[10] A procurement procedure means the launching of a procedure that hopefully will lead to the conclusion of a contract. It may happen, however, that some procedures do not result in a contract, either because no tenders are submitted or because the contracting authority decides not to award the contract, or for any other reasons. Conversely, it may happen that a given procedure results in several contracts. That is the case, for example, of contracts with lots or contracts concluded under a framework agreement.

## 3.2. PUBLIC PROCUREMENT PER TYPE OF CONTRACT

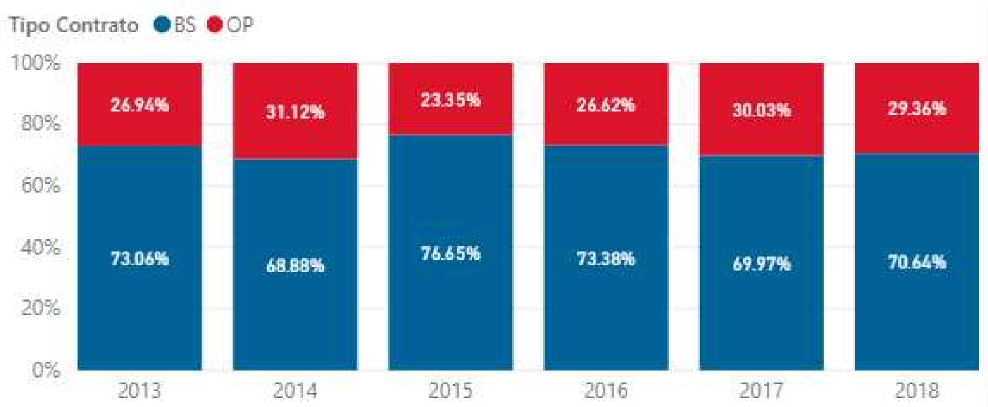
Graph 11– Public procurement per type of contract in 2018


*Source: BASE portal (September 2019)*

Most contracts (92%) reported to the BASE portal in 2018 concern the purchase of goods and services. Although to a lesser extent (70.6%) goods and services were also in majority in terms of contractual amounts.

In 2018, the public contracts structure followed the same trend as that observed since 2010 (as indicated in the first reports on public procurement), whereby the weight of public works contracts[11] has been decreasing in relation to that of contracts for the purchase of goods and services. While in 2010 the contracts related to public works accounted for most part of the total value of public contracts, in 2018 they represented just 29.36%.

Graph 12 - Relative weight of goods and services as compared to public works per contractual amounts: from 2013 to 2018



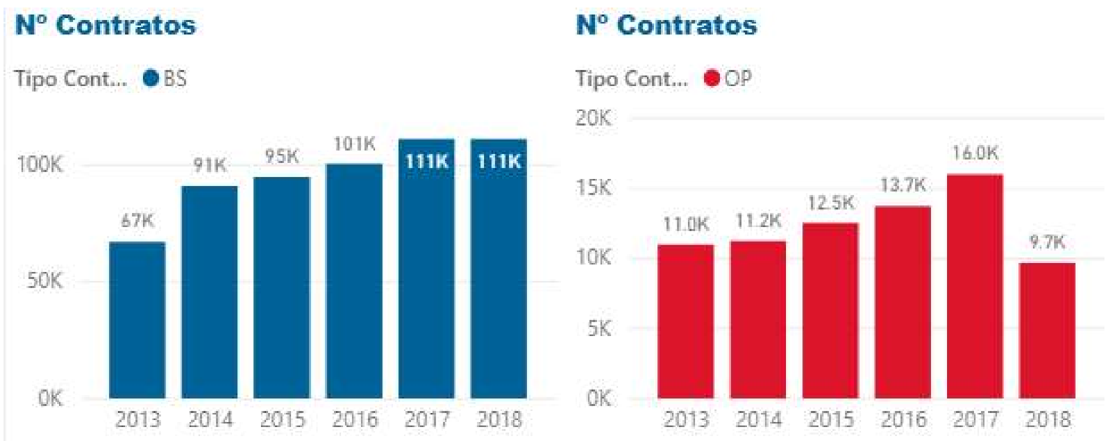

*Source: BASE portal (September 2019)*

[11] Considering that “public works” include the services related thereto.

The number of contracts concluded in 2018 for goods and services represents a slight decrease of 0.02% over 2017 (-21), and an increase of 10.5% (+10,587) in relation to 2016.

As far as public works are concerned, the trend observed in the preceding years was not sustained in 2018, since the number of contracts decreased by 39.4% (-6,301) over 2017.

Graph 13 - Number of contracts concluded from 2013 to 2018




*Source: BASE portal (September 2019)*

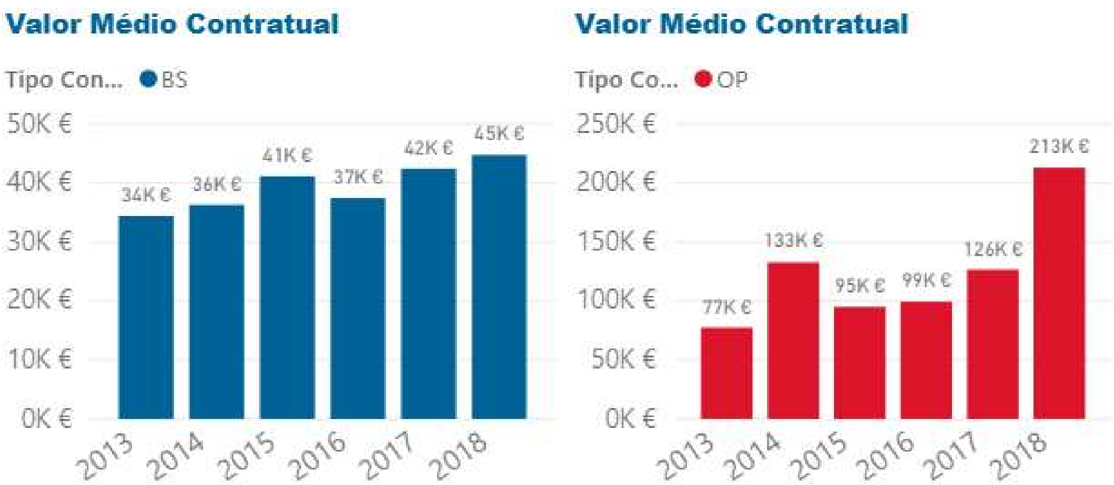
In relation to 2017, there was an increase of 5.5% (EUR 257 million) in the value of the contracts concluded for goods and services. As for public works, there was an increase of 2.1% (+ EUR 42 million) in the same period.

Graph 14 - Value of the contracts concluded in 2013-2018 (EUR million)


Source: BASE portal (September 2019)

In 2018, the average value per contract in the case of public works was EUR 213,006.25, representing an increase of 68.5% (+ EUR 86,577 per contract) over 2017. In the case of contracts for goods and services, their average value in 2018 was EUR 44,717, corresponding to an increase of 5.5% (+ EUR 2,321 per contract) over 2017.

Graph 15 - Average value of the contracts concluded in 2013-2018 (EUR)




Source: BASE portal (September 2019)

## 3.3. CONTRACTS PER YEAR OF THE DECISION TO CONTRACT AND PER AVERAGE

### 3.3.1. CONTRACTS PER YEAR OF THE DECISION TO CONTRACT

An analysis of the contracts per year of the decision to contract shows that 94.2% of the contracts concluded in 2018 stem from procurement procedures launched in the same year. Only 5.7% of the contracts had been launched in 2017, and we can consider as residual the number of contracts concluded in 2018 following procedures launched before 2016.

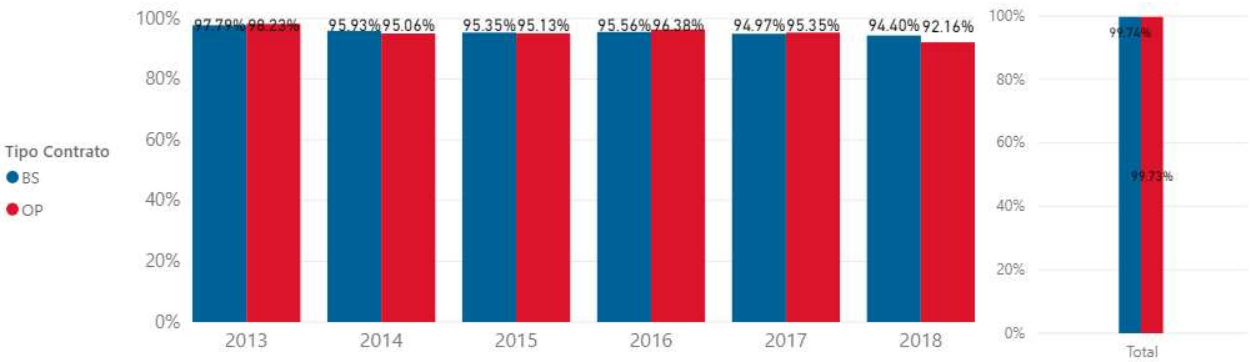
Table 3 – Contracts concluded in 2018 per year of decision

| Tipo Contrato | 2010 | 2014 | 2015 | 2016 | 2017 | 2018 | Total |
|---|---|---|---|---|---|---|---|
| BS | 1 | 1 | 9 | 23 | 6,190 | 104,865 | **111,089** |
| OP | | | 2 | 6 | 752 | 8,932 | **9,692** |
| **Total** | **1** | **1** | **11** | **29** | **6,942** | **113,797** | **120,781** |

*Source: BASE portal (September 2019)*

A comparison between 2017 and 2018 shows that the number of contracts resulting from procedures launched in the same year was lower in the latter year.

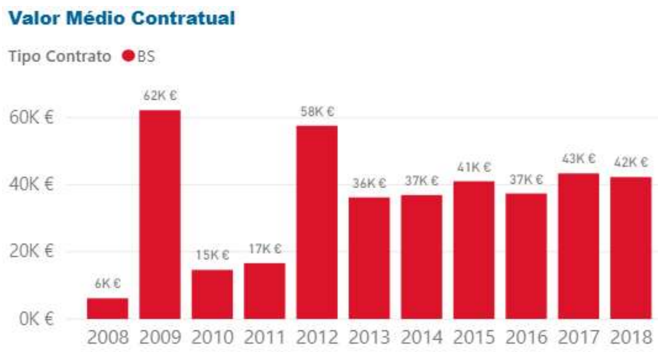
Graph 16 - Percentage of contracts for which the procurement procedure was launched in the same year

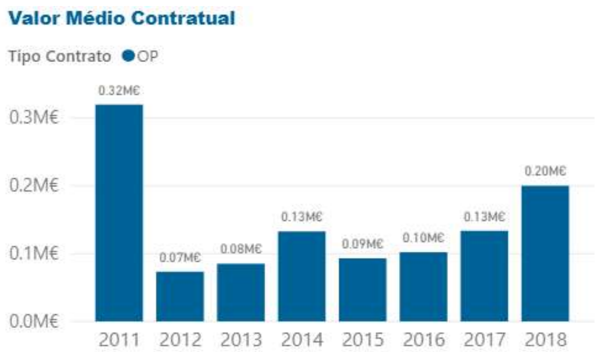



*Source: BASE portal (September 2019)*

Among the public works contracts concluded in 2018 it is possible to notice that their average value varies according to the year when the procedure was launched, where the average value of the contract increases for the most recently launched procedures, while for goods and services the average value is more constant over the last years.

Graph 17 - Average value of contracts concluded in 2018 per year of the procedure decision (EUR)




*Source: BASE portal (September 2019)*

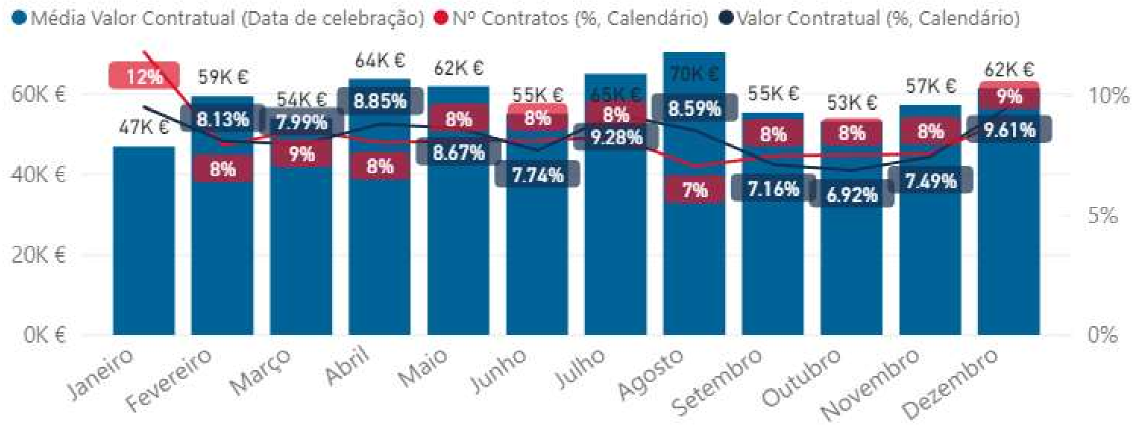
## 3.3.2. BREAKDOWN OF CONCLUDED CONTRACTS PER MONTH

Looking at the breakdown of the number of contracts concluded over the months, we see that August and October were the months in which fewer contracts were concluded. In January and December, however, the percentages of the contracts awarded were 12% and 9%, respectively.

As far as the contractual values are concerned, the breakdown ranged between 6.92% (October) and 9.61% (December).

During the same period, the average value of contracts saw some variation and reached its peak in August (EUR 70,481).

Graph 18 - Breakdown of concluded contracts per month

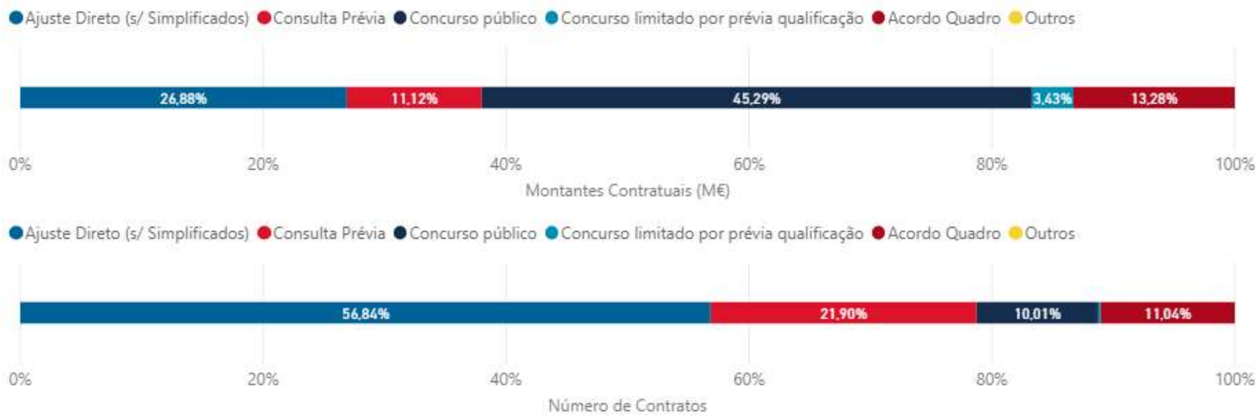



*Source: BASE portal (September 2019)*

## 3.4. CONTRACTS PER TYPE OF PROCEDURE

Among the contracts concluded in 2018, the direct award was the most frequently used type of procedure, representing 56.8% of the total number of procedures, followed by the preliminary consultation (21.9%). In terms of contractual amounts, its weight was relatively lower (26.9% and 11,12%, respectively).

Graph 19 - Public procurement per type of procedure (2018)

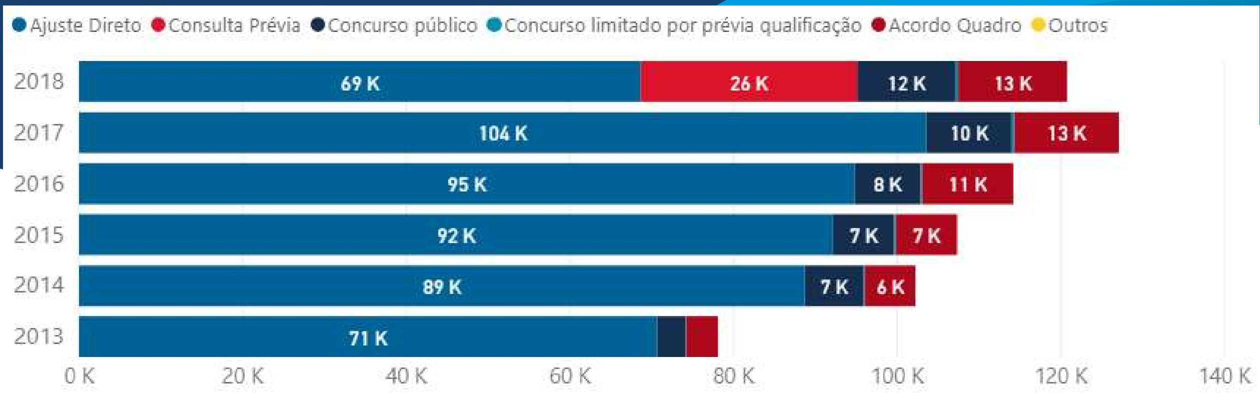



*Source: BASE portal (September 2019)*

The number of contracts saw an overall decrease (-5%), particularly in the case of direct awards which were replaced by the preliminary consultation. Although it appears that in previous years the number of contracts under framework agreements was underestimated[12] it increased again in 2018 with 13,339 contracts being recorded. The other procedures include the less used ones (competitive dialogue, provision of immovable property, negotiated procedure and innovation partnership).

[12] It should be noted, however, that there have been changes in the way these contracts must be reported when they are linked to framework agreements concluded by eSPap (Entidade de Serviços Partilhados da Administração Pública – a body responsible for managing the Public Administration shared services), which shall have effects in subsequent years.

Graph 20 - Number of contracts per type of procedure: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

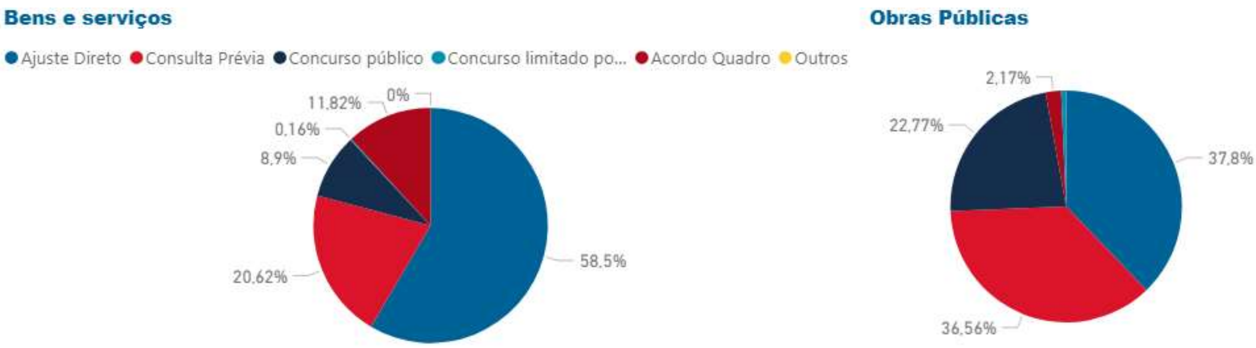
As regards the contractual amounts, the change was also positive (+4.4%). In this respect, restricted competitions should be highlighted as they saw a positive change (+21.3%).

Graph 21 – Contractual amounts per type of procedure: changes from 2013 to 2018 (EUR million)


*Source: BASE portal (September 2019)*

If we consider the use of the different procurement procedures for each type of contract, we see that the share of direct awards is more significant for goods and services (58.5%) than for public works (37.8%). Competitive procedures, however, are more significant for contracts relating to public works (36.56%) than for contracts relating to the purchase of goods and services (20.62%).

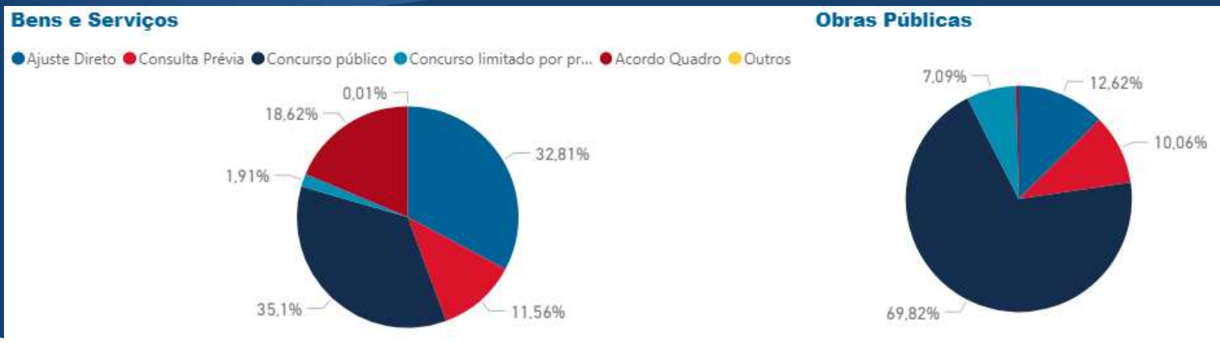
Graph 22 - Number of contracts per type of procedure (2018)




*Source: BASE portal (September 2019)*

As regards the contractual amounts, the contracts concluded under competitive procedures are the majority for public works (76.9%) when compared with contracts for goods and services (37%). Conversely, the contracts concluded following a direct award are relatively more relevant for goods and services (32.8%) and represent 12.6% of the public works contracts.

Graph 23 - Contractual amounts per type of procedure (2018)

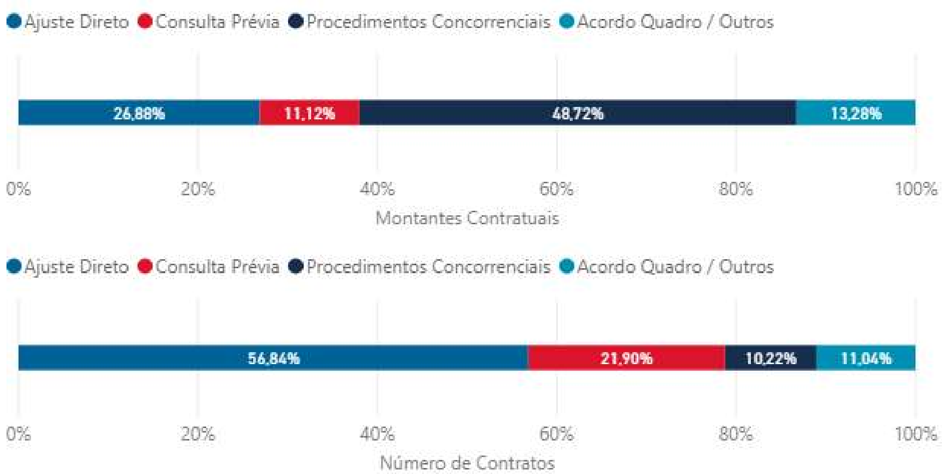



*Source: BASE portal (September 2019)*

## 3.5. COMPETITIVE PROCEDURES VS PROCEDURES BY INVITATION

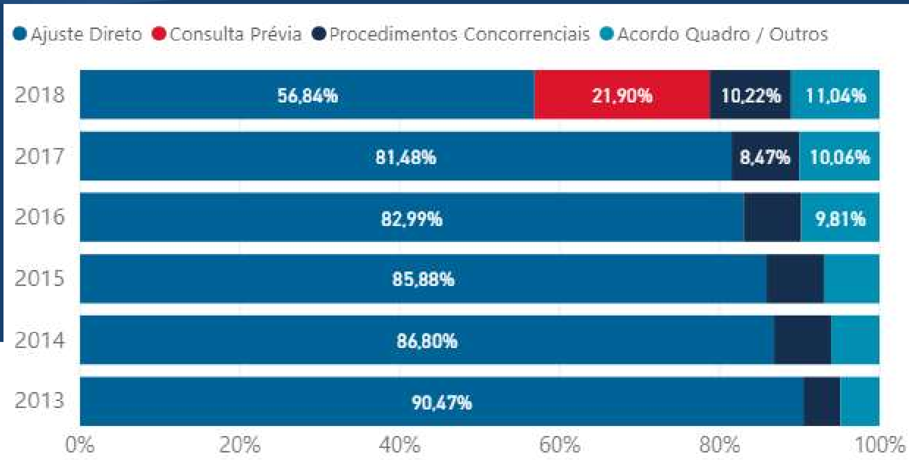
The share of contracts concluded in 2018 following a competitive procedure (open procedure and restricted procedure by pre-qualification) was 10.2% in terms of their number but 48.7% in terms of contractual amounts. On the other hand, the contracts concluded under a direct award or preliminary consultation procedure in 2018 represented 56.8% of the total number of contracts and 26.9% in terms of contractual amounts.

Graph 24 - Public procurement in 2018 per type of procedure




*Source: BASE portal (September 2019)*

Graph 25 - Relative weight of competitive procedures considering their number from 2013 to 2018

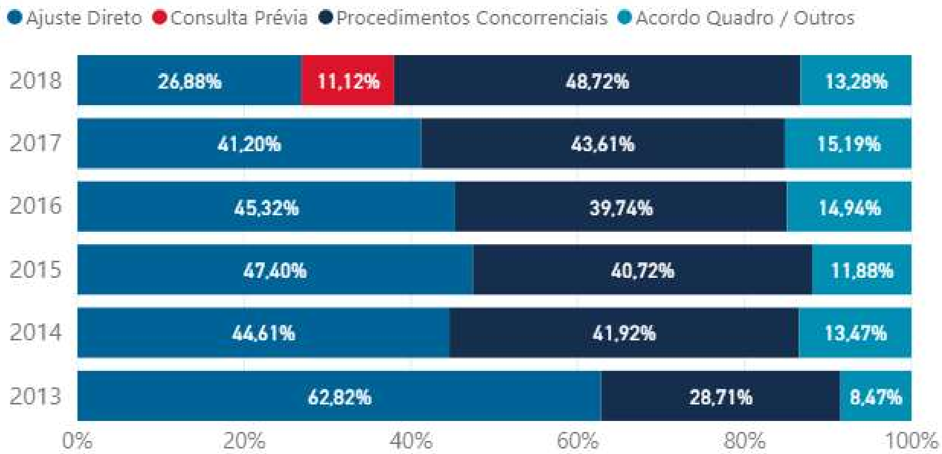



*Source: BASE portal (September 2019)*

In relation to 2017, a new procedure should be emphasised: the preliminary consultation, with 21.9%. Together with the direct award, they account for 78.8%, resulting in a decrease in the relative weight of the direct award procedures from 81,4% to 78.8% (direct award and preliminary consultation) in 2018.

Looking at the weight of the contracts per contractual amount, direct award procedures no longer represent large part of the contracts concluded, although together with the preliminary consultation they represent 38% of the contracts. We can see that in 2018 there was an increase in the weight of contracts resulting from competitive procedures (48.7%, i.e. +5 pp over 2017).

Graph 26 – Relative weight of competitive procedures, considering the contractual amounts, from 2013 to 2018



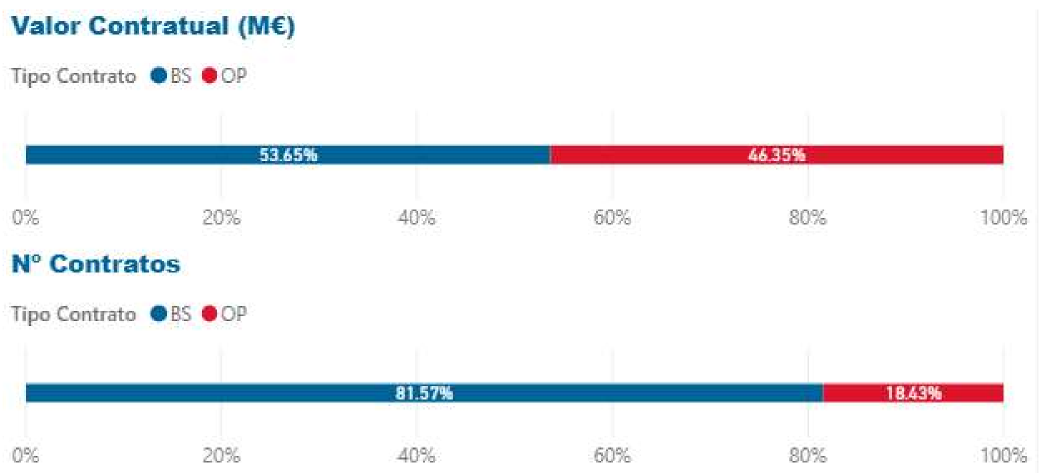

*Source: BASE portal (September 2019)*

## 3.5.1. COMPETITIVE PROCEDURES

The number and contractual amounts of contracts concluded in 2018 following a competitive procedure gained some space from the other procedures as far as their representativeness in public procurement is concerned.

In competitive procedures, 81.57% (10,067) of the contracts, corresponding to 53.65% (EUR 1,838 million) of the contractual amounts, related to the purchase of goods and services, while the remaining 18.43% of the contracts (2,275) and 46.35% of the contractual amounts related to public works.

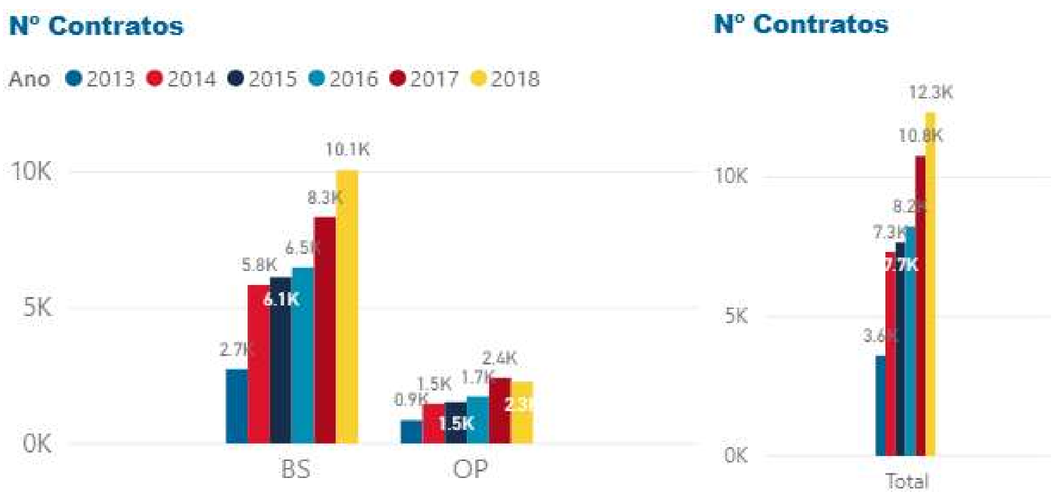
Graph 27 - Contracts resulting from competitive procedures in 2018




*Source: BASE portal (September 2019)*

Compared to 2017, the findings show that there was an increase in the number of reported contracts for goods and services (+20.7%) and a decrease for public works (-6.1%).

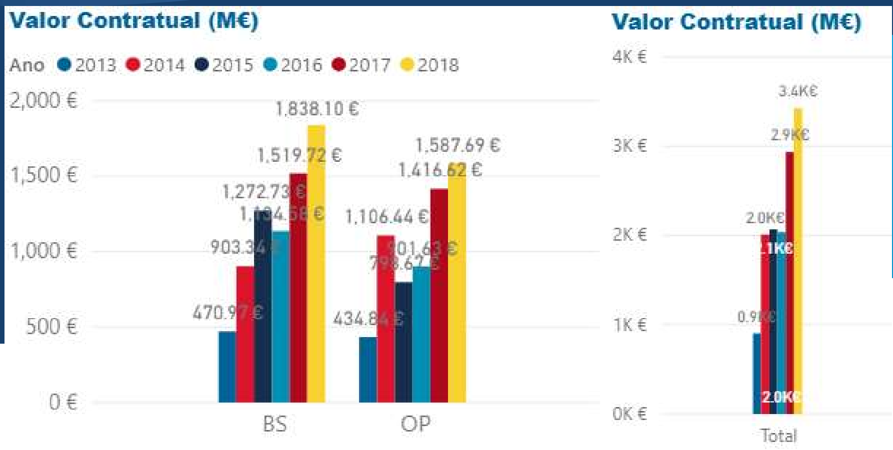
Graph 28 - Number of contracts resulting from competitive procedures: from 2013 to 2018




*Source: BASE portal (September 2019)*

As far as the contractual amounts are concerned, there was an increase in their values (16.7%), due to an increase in both public works (12.1%) and goods and services (20.9%).

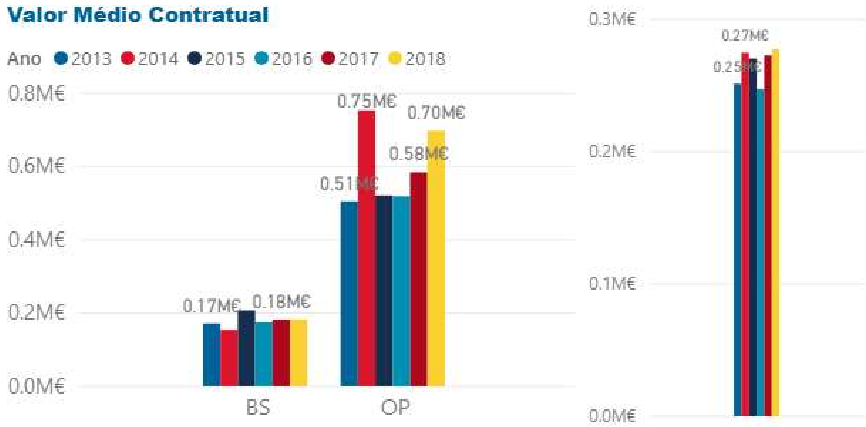
Graph 29 - Amounts of the contracts resulting from competitive procedures: from 2013 to 2018 (EUR million)




*Source: BASE portal (September 2019)*

As regards the average value of the contracts concluded in 2018 following a competitive procedure, there was an increase in both the contracts for the purchase of goods and services (+0.2%) and the contracts for public works (+19.4%), when compared to 2017.

Graph 30 - Average value of contracts resulting from competitive procedures, per type of contract: from 2013 to 2018 (EUR million)




*Source: BASE portal (September 2019)*

## 3.5.2. DIRECT AWARDS

Among the 75,635 contracts concluded in 2018 under direct award procedures (excluding simplified ones), 94.5% (71,452) related to the purchase of goods and services, while the remaining 5.5% (4,183) related to public works contracts.

As regards the contractual amounts, more than ⅘ (EUR 1,812 million) concerned the purchase of goods and services, while the remaining EUR 296 million (14.1%) were related to public works.

Graph 31 – Direct awards in 2018


*Source: BASE portal (September 2019)*

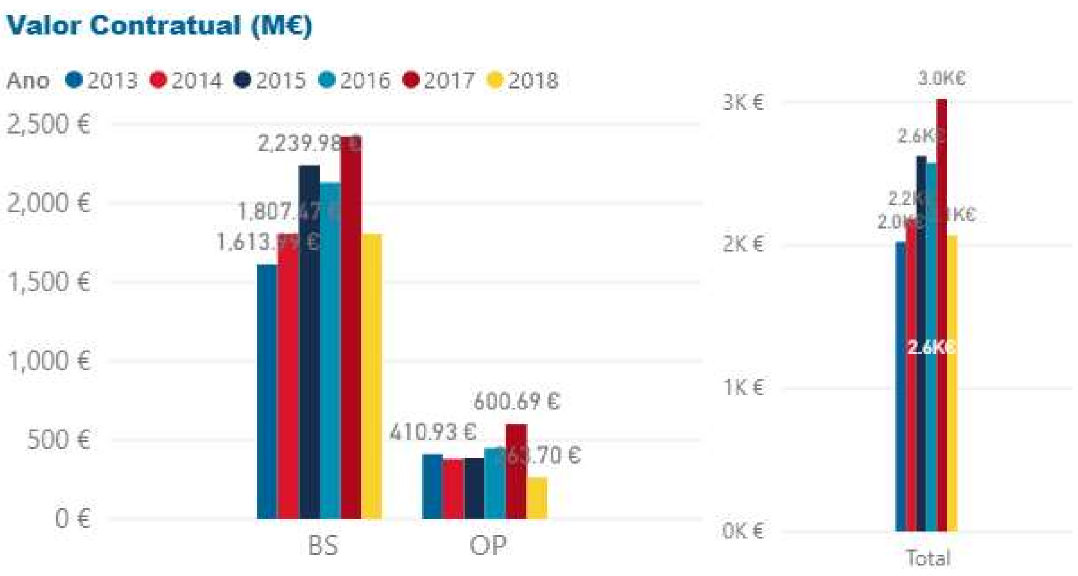
Compared to 2017, there was a decrease in the number of contracts under direct award for the purchase of goods and services (-21.9%), and an even more significant decrease in the number of contracts under direct award relating to public works (-67.3%).

Graph 32 - Number of contracts under direct award: from 2013 to 2018


*Source: BASE portal (September 2019)*

In terms of contractual amounts, the same upward trend was observed for both goods and services (-15.5%) and public works (-48.4%).

Graph 33 - Value of contracts under direct award: from 2013 to 2018 (EUR million)




*Source: BASE portal (September 2019)*

Regarding the average contract values, the overall average value per contract in 2018 was EUR 27,882.03, which corresponds to an increase of 6.9% when compared to 2017 (+EUR 1,796.75 per contract).

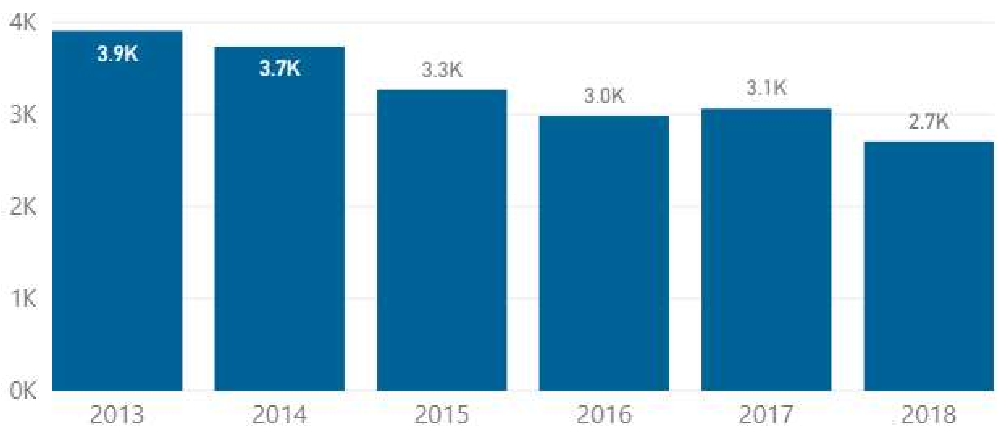
Graph 34 - Average value of contracts under direct award: from 2013 to 2018


*Source: BASE portal (September 2019)*

As regards the contracts for goods and services, the average value per contract in 2018 was EUR 25,364.92, corresponding to an increase of 8.2% over 2017 (+EUR 1,911.46 per contract). For public works there was an increase in the average contract value corresponding to 57.8% (+EUR 25,959.62 per contract).

In 2018, the number of contracting authorities (other than groups of entities) that reported direct awards was 2,705, i.e. less 361 contracting authorities than in 2017 (-11.8%).

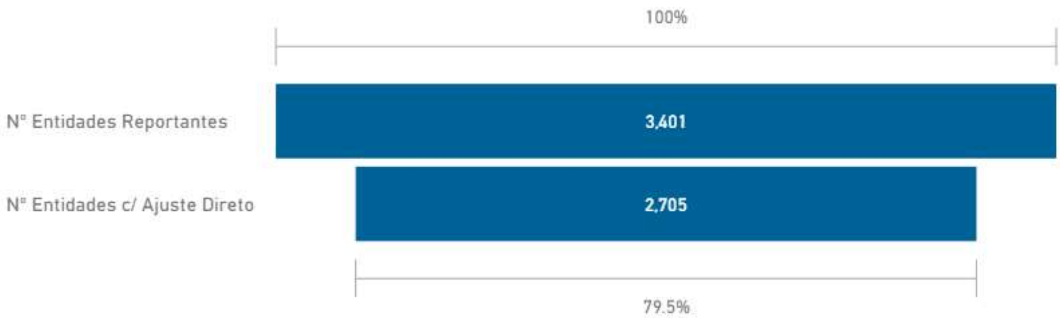
Graph 35 - Number of contracting authorities that reported direct awards




*Source: BASE portal (September 2019)*

These authorities represented 79.5% of the total number of contracting authorities (3,401) that reported contracts concluded in 2018 to the BASE portal. *A contrario*, this means that 20.5% (696) of the authorities that reported contracts concluded in 2018 did not report any contract concluded under a direct award procedure.

Graph 36 - Number of contracting authorities that reported contracts concluded in 2018, including (or not) direct awards




*Source: BASE portal (September 2019)*

As regards the type of contracts classified according to the CPV and concluded under direct award procedures, “Medical equipments, pharmaceuticals and personal care products” come first (28.93% of the contractual values), followed by “Construction work” (18.35%) and “Business services: law, marketing, consulting, recruitment, printing and security” (11,06%), which together represent more than a half of the total contractual amount under direct awards (58.34%).

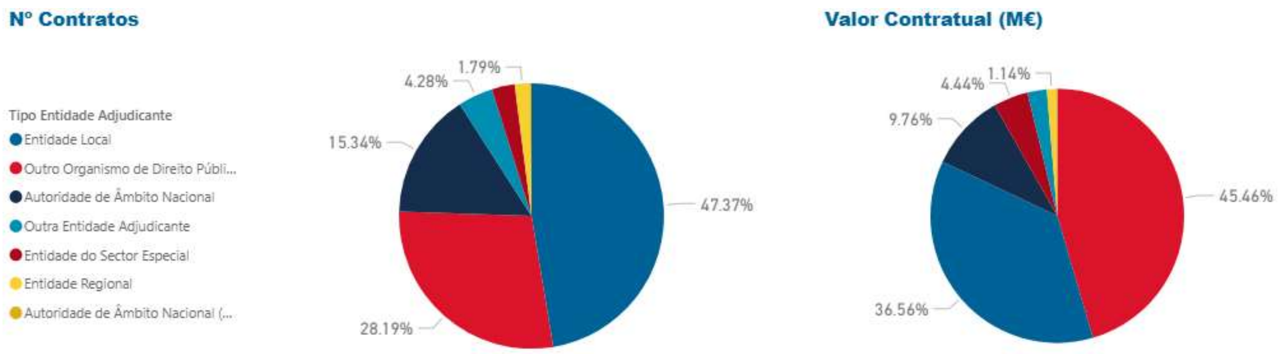
Table 4 – Direct awards in 2018, per CPV

| CPV | Descrição CPV | Nº Contratos | Peso | Valor Contratual | Peso |
|---|---|---|---|---|---|
| 33 | Equipamento médico, medicamentos e produtos para cuidados pessoais | 15.207 | 30,33% | 467.487.086,16 € | 28,93% |
| 79 | Serviços a empresas: direito, comercialização, consultoria, recrutamento, impressão e segurança | 6.631 | 13,22% | 178.688.894,76 € | 11,06% |
| 50 | Serviços de reparação e manutenção | 4.845 | 9,66% | 132.532.229,97 € | 8,20% |
| 92 | Serviços recreativos, culturais e desportivos | 4.619 | 9,21% | 74.339.304,41 € | 4,60% |
| 45 | Construção | 4.183 | 8,34% | 296.490.740,89 € | 18,35% |
| 71 | Serviços de arquitectura, construção, engenharia e inspecção | 3.928 | 7,83% | 96.332.965,53 € | 5,96% |
| 72 | Serviços de TI: consultoria, desenvolvimento de software, Internet e apoio | 3.190 | 6,36% | 102.682.227,29 € | 6,36% |
| 85 | Serviços de saúde e acção social | 2.332 | 4,65% | 55.795.748,84 € | 3,45% |
| 90 | Serviços relativos a águas residuais, resíduos, limpeza e ambiente | 1.746 | 3,48% | 67.455.209,34 € | 4,17% |
| 34 | Equipamento e produtos auxiliares de transporte | 1.691 | 3,37% | 49.862.750,88 € | 3,09% |
| 60 | Serviços de transporte (excl. transporte de resíduos) | 1.180 | 2,35% | 51.734.345,99 € | 3,20% |
| 09 | Produtos petrolíferos, combustíveis, electricidade e outras fontes de energia | 591 | 1,18% | 42.328.461,87 € | 2,62% |
| **Total** | | **50.143** | **100,00%** | **1.615.729.965,92 €** | **100,00%** |

*Source: BASE portal (September 2019)*

As the weight of simplified direct awards varied according to the authority concerned, among all contracting authorities that reported in 2018, the majority of these procedures related to “Local authorities” (47.7%) followed by “Other bodies governed by public law” (28.2%) and “National authorities” (15.34%).

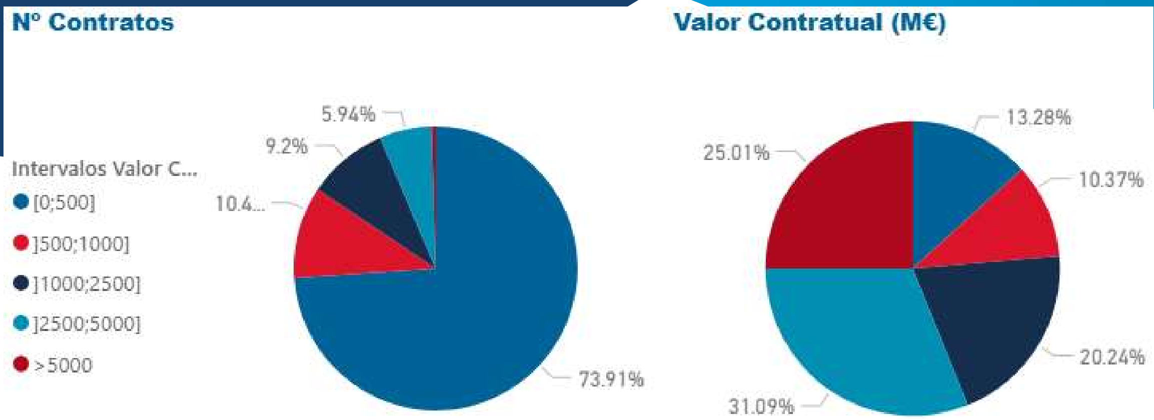
Graph 37 – Breakdown of simplified direct awards per type of authority in 2018




*Source: BASE portal (September 2019)*

Considering the contract value, contracts with a value equal to or lower than EUR 500 predominated (73.91% of the number of contracts), although contracts with a value between EUR 2,500 and EUR 5,000 represented the biggest share in terms of contractual amounts (31.09%). These figures relate to simplified direct awards. 25.01% above EUR 5,000 refer to works contracts whose simplified direct award may amount to EUR 10,000.

Graph 38 - Breakdown of contracts under simplified direct award, per ranges of contractual amounts




*Source: BASE portal (September 2019)*

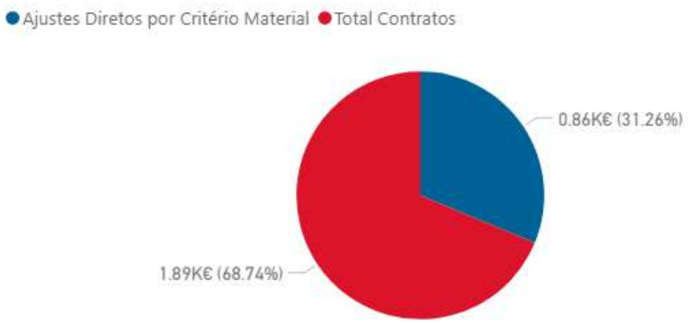
### 3.5.3. DIRECT AWARDS PER SUBSTANTIVE CRITERION

Contracts concluded in 2018 following a direct award procedure on the basis of substantive criteria (i.e. not focused on the contract value) represented EUR 859 million.

Graph 39 – Relative weight of contracts under direct award per substantive reasons


*Source: BASE portal (September 2019)*

Graph 40 – Relative weight of contracts under direct award per substantive reasons in public contracts in 2018

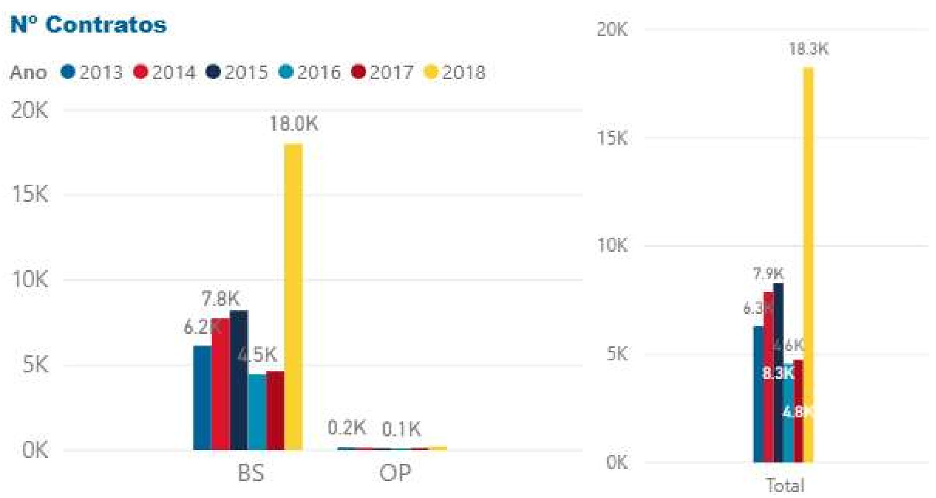



*Source: BASE portal (September 2019)*

In 2018, the contracts awarded on the basis of substantive criteria represented 31.3% of the value of all reported public contracts.

Compared to 2017, the number of contracts concluded following a direct award procedure on the basis of substantive criteria saw a significant increase. This variation was mainly due to an increase in the number of contracts related to goods and services, since for public works there was an increase of 96 contracts.

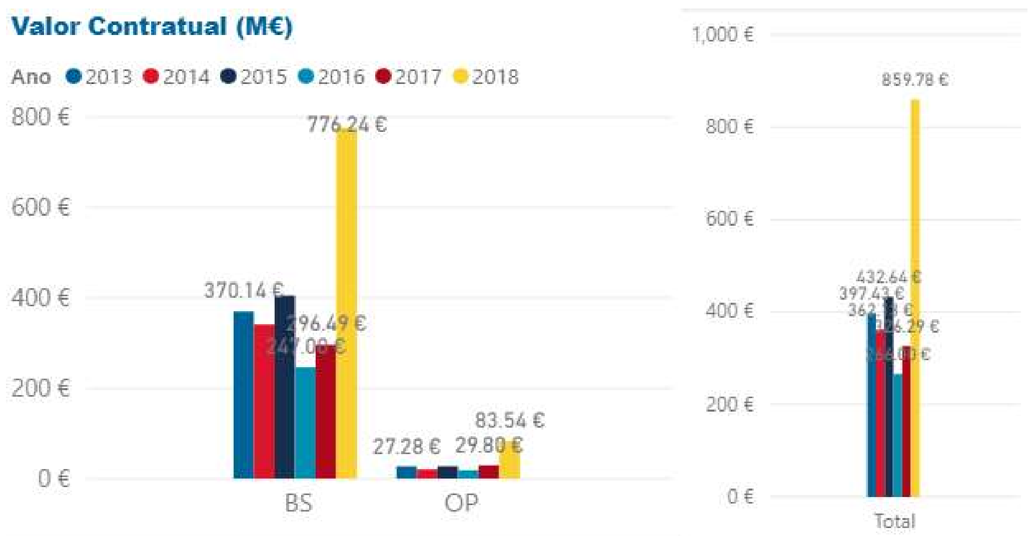
Graph 41 - Changes in the number of contracts concluded on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

As regards the contractual amounts involved, and compared to 2017, there was a general upward trend that was confirmed for both goods and services (+161.8%, corresponding to +EUR 480 million), and public works (+180.3%, corresponding to +EUR 54 million).

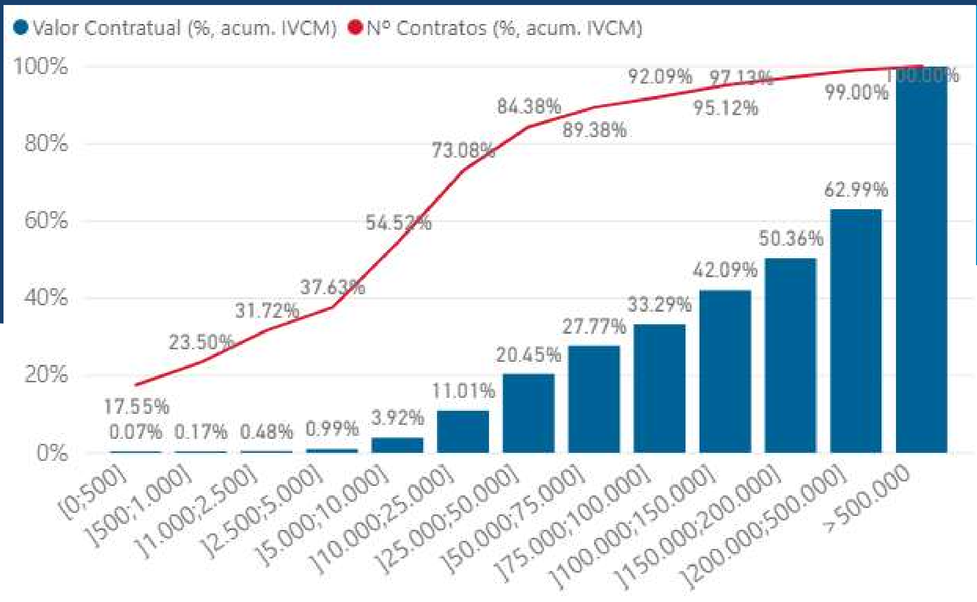
Graph 42 - Changes in the contractual amount of contracts concluded on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

Most contracts for goods and services concluded in 2018 on the basis of a substantive criterion (54.5%) had a contractual price of less than EUR 10,000, while 73.8% had a contractual price of less than EUR 25,000.

Graph 43 - Breakdown of the contracts for goods and services concluded on the basis of a substantive criterion in 2018



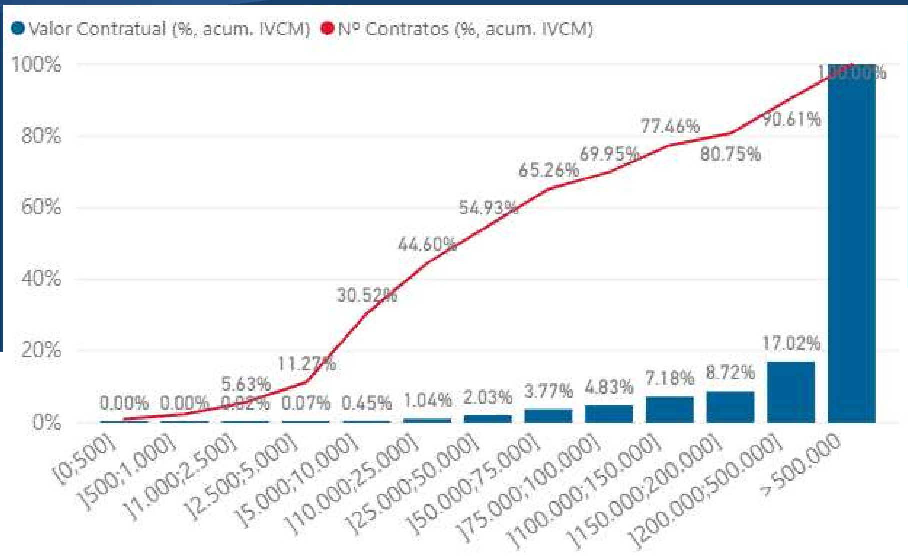

*Source: BASE portal (September 2019)*

On the other hand, considering the contractual amounts involved, contracts with a contractual price of more than EUR 150,000 were more significant: 58% of the overall contractual value of contracts concluded on the basis of substantive criteria related to contracts with a contractual price over that amount, and it should be highlighted that the contracts with a contractual price of more than EUR 200,000[13] represented 49.6% of the overall contractual amount.

In the case of public works, if we consider the number of contracts concluded following a direct award procedure on the basis of substantive criteria, the contractual value was less than EUR 25,000 in 44.6% of the contracts and less than EUR 75,000 in 65.3%. As regards the contractual amounts, 83% corresponded to contracts with a contractual price of more than EUR 500,000.

[13] This roughly corresponds to the Community threshold for the publication of procurement procedures relating to goods and services in the OJEU.

Graph 44 - Breakdown of the contracts for public works concluded on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

“Extreme urgency” was the most frequently invoked reason (71.54% of the total number of these contracts and 61.8% of the contractual amounts) and, together with the reason “resulting from procedures where all tenders were excluded”, represented 70.9% of the amounts involved.

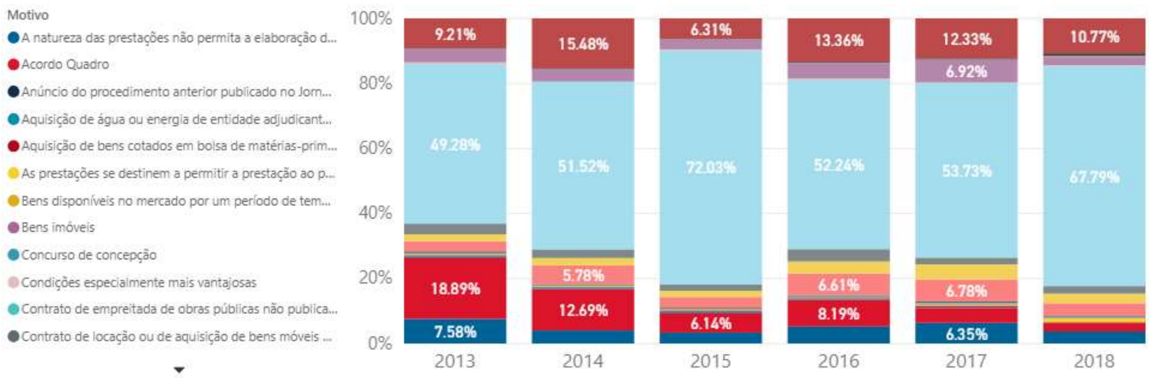
Table 5 – Breakdown of the contractual amounts of the contracts concluded on the basis of a substantive criterion in 2018, per substantive reason

| Motivo | Nº Contratos | Peso | Valor Contratual (M€) | Peso |
|---|---|---|---|---|
| Por motivos de urgência imperiosa | 5,414 | 71.54% | 269.56 € | 61.80% |
| Decorrente de procedimentos com todas as propostas excluídas | 234 | 3.09% | 39.62 € | 9.08% |
| Acordo Quadro | 205 | 2.71% | 30.42 € | 6.97% |
| Repetição de serviços similares | 204 | 2.70% | 27.52 € | 6.31% |
| Decorrente de procedimento anterior sem concorrentes | 313 | 4.14% | 21.21 € | 4.86% |
| Substituição parcial ou ampliação de bens ou equipamentos de específico uso corrente da entidade adjudicante | 860 | 11.36% | 19.21 € | 4.40% |
| A natureza das prestações não permita a elaboração de especificações contratuais suficientemente precisas | 295 | 3.90% | 15.79 € | 3.62% |
| Aquisição de bens cotados em bolsa de matérias-primas | 16 | 0.21% | 6.56 € | 1.50% |
| Aquisição de água ou energia de entidade adjudicante que exerça a actividade | 6 | 0.08% | 3.24 € | 0.74% |
| Contrato de locação ou de aquisição de bens móveis ou aquisição de serviços | 21 | 0.28% | 3.07 € | 0.70% |
| **Total** | **7,568** | **100.00%** | **436.20 €** | **100.00%** |

*Source: BASE portal (September 2019)*

Compared to 2017, there was an increase in the predominance of the “reasons of extreme urgency”, representing now more than ⅝ of the contracts where substantive criteria were invoked.

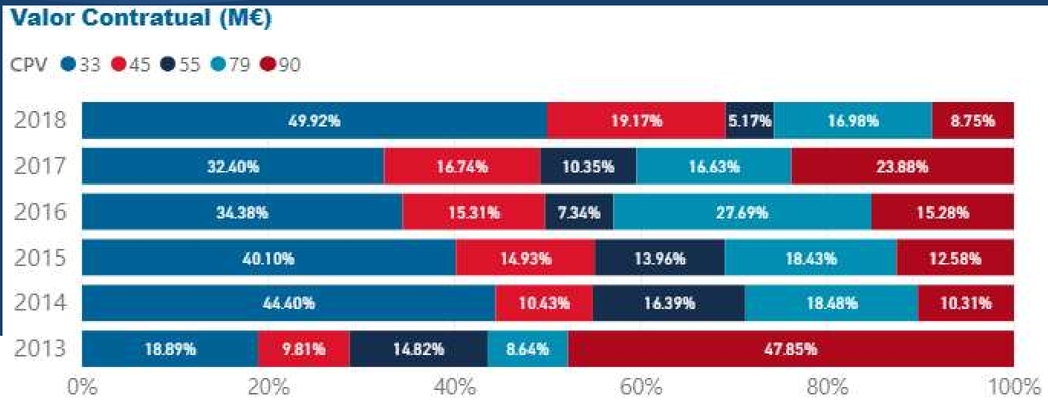
Graph 45 - Breakdown of the number of contracts concluded on the basis of a substantive criterion: from 2013 to 2018




*Source: BASE portal (September 2019)*

As far as the type of expenditure is concerned, if we consider the contractual amount and the CPV, substantive reasons were given mainly for the purchase of “Medical equipments, pharmaceuticals and personal care products” (49.9%), “Business services: law, marketing, consulting, recruitment, printing and security” (17%) and “Construction work” (19.2%), which together corresponded to an 86% “share”.

Graph 46 - Breakdown of the contractual amounts of the contracts concluded on the basis of a substantive criterion, per CPV

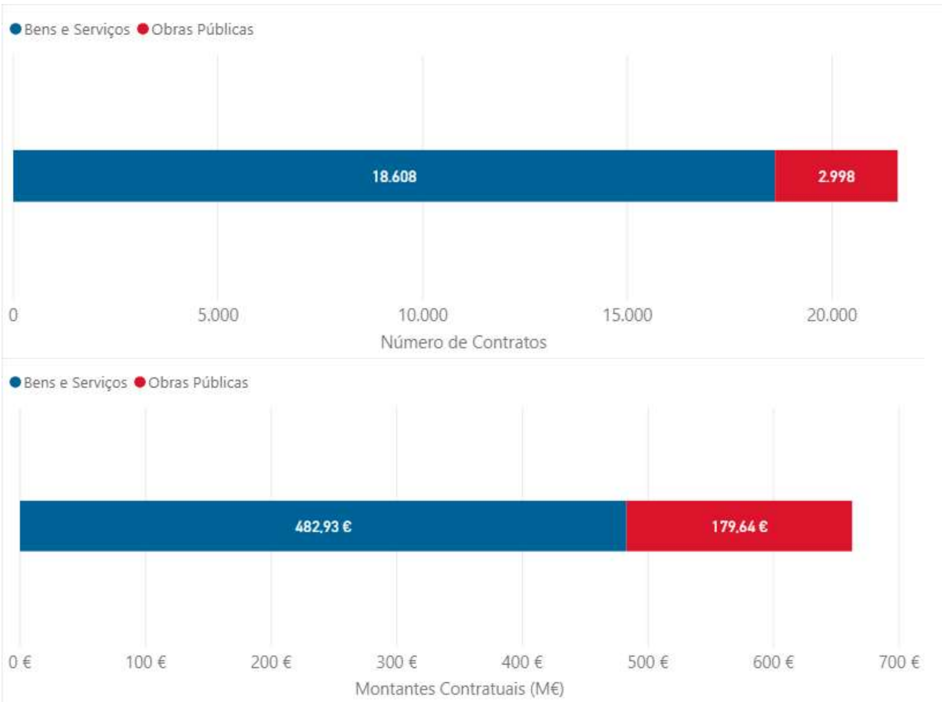



*Source: BASE portal (September 2019)*

## 3.5.2. PRELIMINARY CONSULTATION

In 2018, 21,606 contracts were concluded following a preliminary consultation, a procedure that was started in 2018, where the contracting authority directly invites at least three economic operators of its choice to tender and may negotiate certain aspects of the performance of the contract to be concluded.

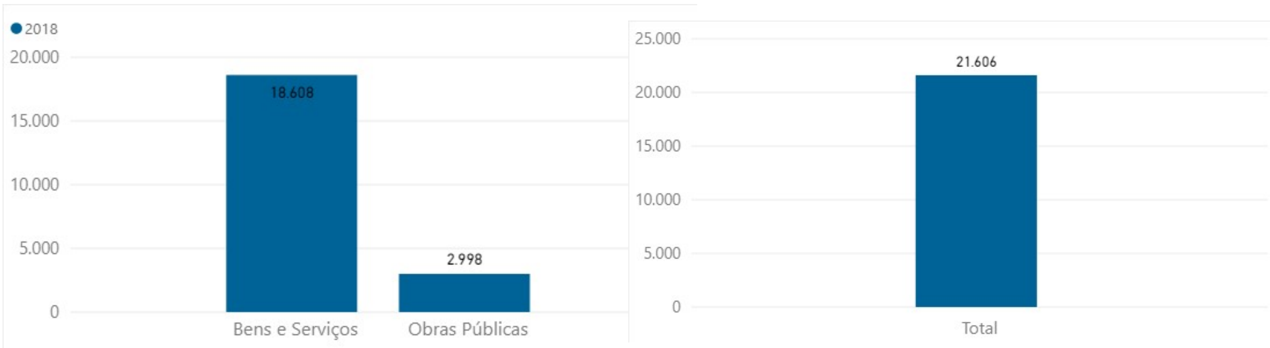
Graph 47 – Preliminary consultations in 2018




*Source: BASE portal (September 2019)*

Among the 21,606 contracts concluded in 2018 following a preliminary consultation procedure, 86.1% (18,608) related to the purchase of goods and services, while the remaining 13.9% (2,998) related to public works.

Graph 48 - Number of contracts under the preliminary consultation procedure in 2018




*Source: BASE portal (September 2019)*

As regards the contractual amounts, EUR 483 million concerned the purchase of goods and services, and the remaining EUR 180 million (27.1%) concerned public works.

Graph 49 – Value of the contracts under the preliminary consultation procedure in 2018


*Source: BASE portal (September 2019)*

As regards the average value of the contracts, the average value per contract in 2018 was overall EUR 30,665.92.

Graph 50 – Average value of contracts under the preliminary consultation procedure in 2018


*Source: BASE portal (September 2019)*

As regards the contracts for goods and services, the average value per contract in 2018 was EUR 25,952.59. For public works it was EUR 30,665.92.

As regards the type of contracts classified according the CPV and concluded following a preliminary consultation, “Construction work” comes first (37.73%), followed by “Business services: law, marketing, consulting, recruitment, printing and security” (12.99% ) and “Medical equipments, pharmaceuticals and personal care products” (3.83%), which together represent more than a half of the total contractual amount under preliminary consultation procedures (54.55%).

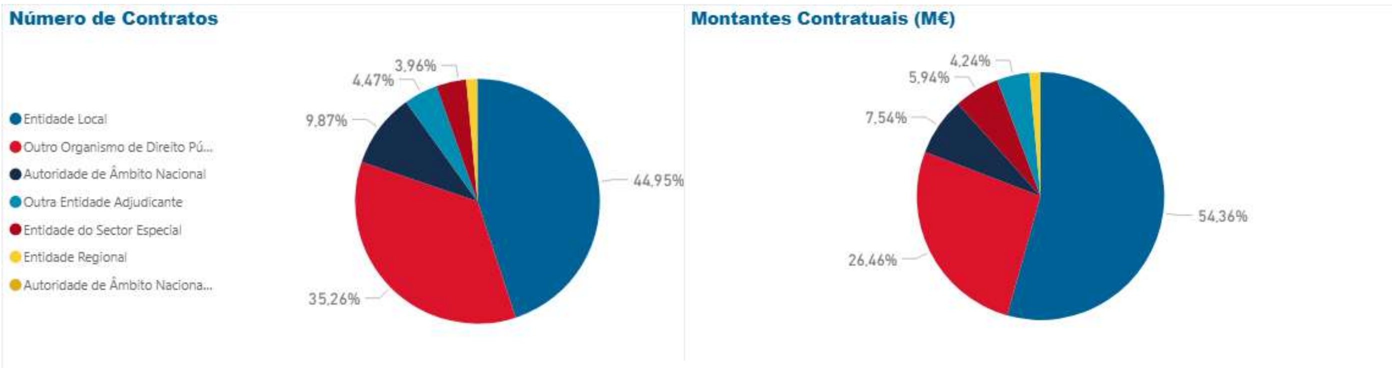
Table 6 – Preliminary consultation in 2018, per CPV

| CPV | Descrição CPV | Nº Contratos | Peso | Valor Contratual | Peso |
|---|---|---|---|---|---|
| 45 | Construção | 2.998 | 22,00% | 179.642.093,87 € | 37,73% |
| 79 | Serviços a empresas: direito, comercialização, consultoria, recrutamento, impressão e segurança | 1.885 | 13,83% | 61.834.675,57 € | 12,99% |
| 33 | Equipamento médico, medicamentos e produtos para cuidados pessoais | 1.536 | 11,27% | 18.255.684,25 € | 3,83% |
| 71 | Serviços de arquitectura, construção, engenharia e inspecção | 1.320 | 9,69% | 43.449.669,70 € | 9,13% |
| 50 | Serviços de reparação e manutenção | 1.076 | 7,89% | 25.982.647,59 € | 5,46% |
| 30 | Máquinas, equipamento e material de escritório e de informática, excepto mobiliário e pacotes de programas (software) | 1.031 | 7,56% | 18.841.206,64 € | 3,96% |
| 44 | Estruturas e materiais de construção; produtos auxiliares de construção (excepto aparelhos eléctricos) | 888 | 6,52% | 17.144.428,72 € | 3,60% |
| 92 | Serviços recreativos, culturais e desportivos | 738 | 5,41% | 22.008.026,81 € | 4,62% |
| 72 | Serviços de TI: consultoria, desenvolvimento de software, Internet e apoio | 731 | 5,36% | 28.145.788,81 € | 5,91% |
| 34 | Equipamento e produtos auxiliares de transporte | 678 | 4,97% | 24.425.249,55 € | 5,13% |
| 90 | Serviços relativos a águas residuais, resíduos, limpeza e ambiente | 506 | 3,71% | 17.784.176,75 € | 3,74% |
| 09 | Produtos petrolíferos, combustíveis, electricidade e outras fontes de energia | 242 | 1,78% | 18.587.344,42 € | 3,90% |
| **Total** | | **13.629** | **100,00%** | **476.100.992,68 €** | **100,00%** |

*Source: BASE portal (September 2019)*

As the weight of preliminary consultations varied according to the authority concerned, among all the contracting authorities that in 2018 reported their contracts, most of this type of procedures relates to "Local authorities" (44.95%), followed by "Other bodies governed by public law" (35.26%) and "National authorities" (9.87%).

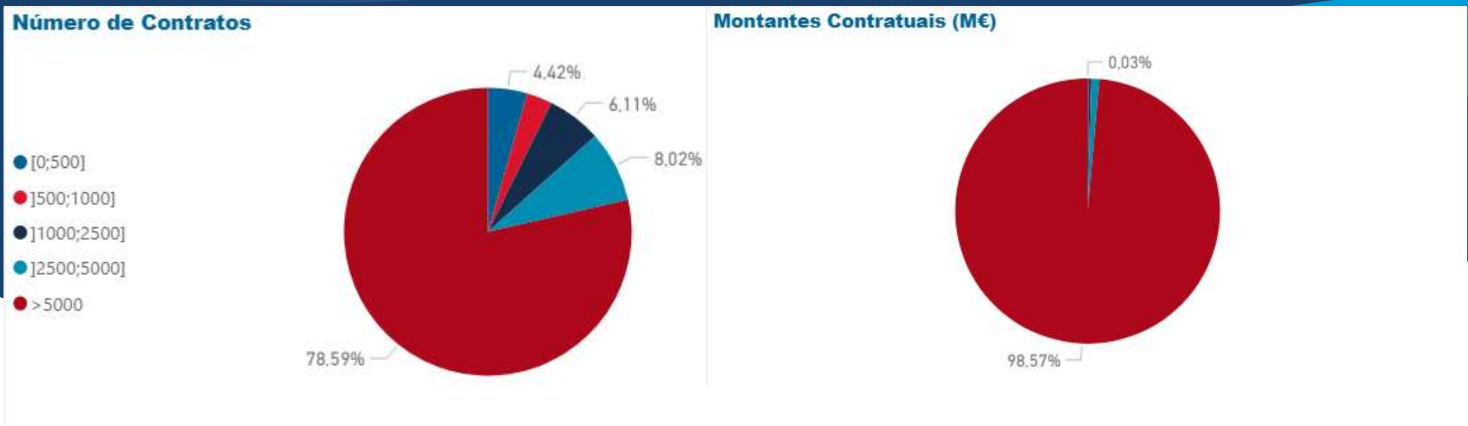
Graph 51 – Breakdown of preliminary consultations per type of authority in 2018




*Source: BASE portal (September 2019)*

An analysis per ranges shows that the contracts concluded following a preliminary consultation for a value equal to or higher than EUR 5,000 were majority (78.59%)

Graph 52 - Breakdown of contracts under a preliminary consultation procedure, per ranges of contractual amounts

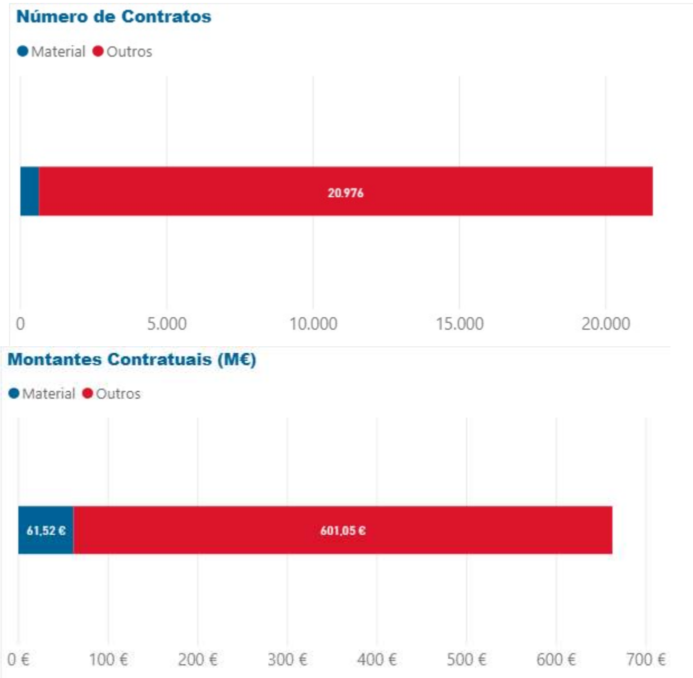



*Source: BASE portal (September 2019)*

### 3.5.2.1 PRELIMINARY CONSULTATION PER SUBSTANTIVE REASON

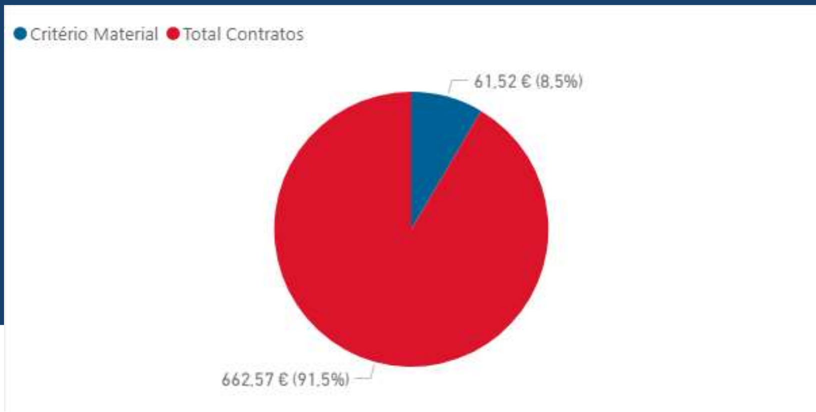
The contracts concluded following a preliminary consultation on the basis of a substantive reason (therefore, not focused on the contract value) in 2018 represented EUR 61.52 million.

Graph 53 – Relative weight of contracts under a preliminary consultation procedure per substantive reasons




*Source: BASE portal (September 2019)*

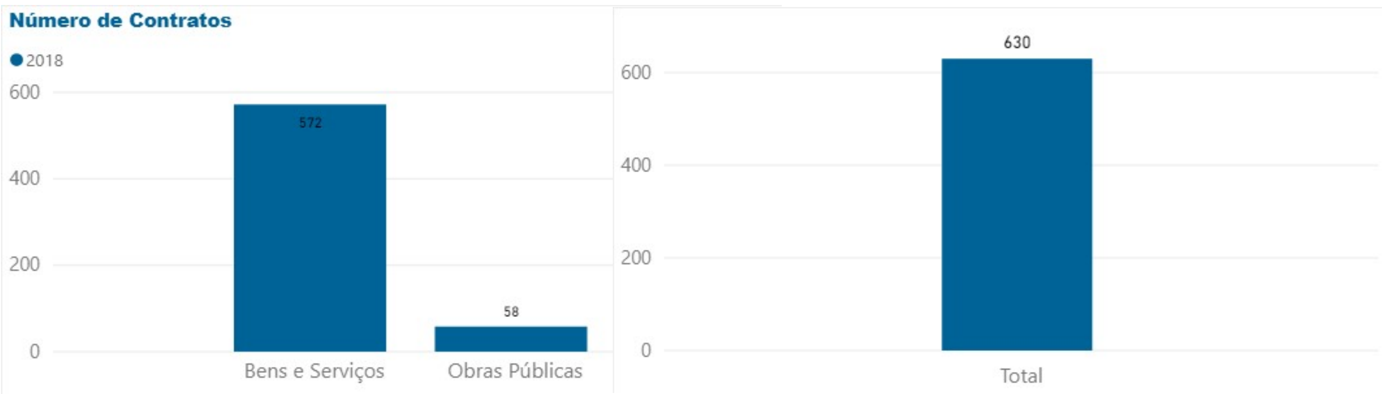
Graph 54 – Relative weight of contracts under a preliminary consultation procedure per substantive reasons in public contracts in 2018




*Source: BASE portal (September 2019)*

In 2018, contracts awarded on the basis of substantive criteria represented 8.5% of the value of all reported public contracts (630).

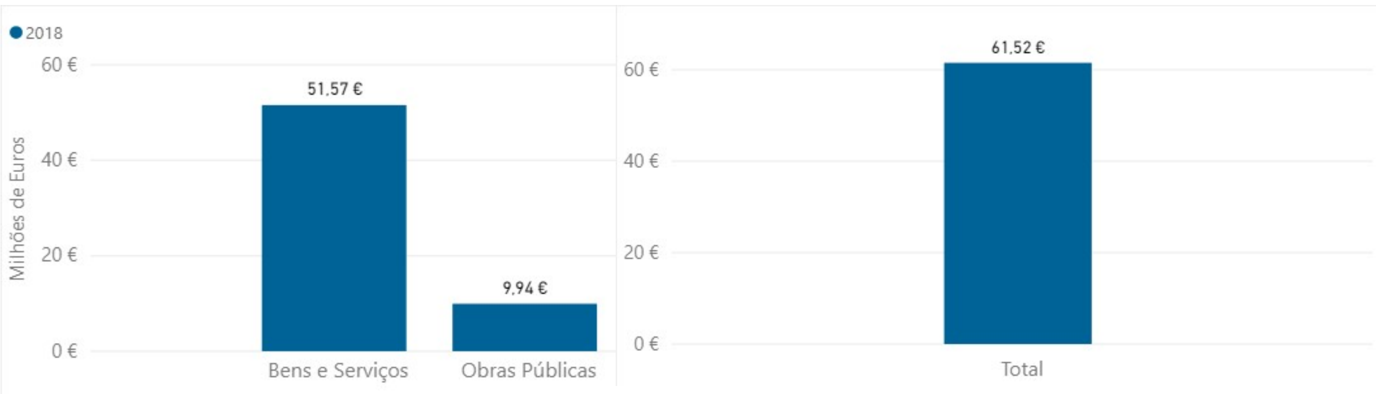
Graph 55 - Number of contracts concluded following a preliminary consultation on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

As regards the contractual amounts involved, they reached EUR 51.57 million for goods and services and EUR 9.94 million for public works.

Graph 56 - Contractual amount of the contracts concluded following a preliminary consultation on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

Most contracts for goods and services concluded in 2018 on the basis of a substantive criterion (54.37%) had a contractual price of less than EUR 25,000, while 88.99% had a contractual price of less than EUR 500,000.

On the other hand, considering the contractual amounts involved, contracts with a contractual price of more than EUR 150,000 were more significant: 73.35% of the overall contractual value of contracts concluded on the basis of substantive criteria related to contracts with a contractual price over that amount, but it should be highlighted that the contracts with a contractual price of more than EUR 200,000[14] represented 43.96% of the overall contractual amount.

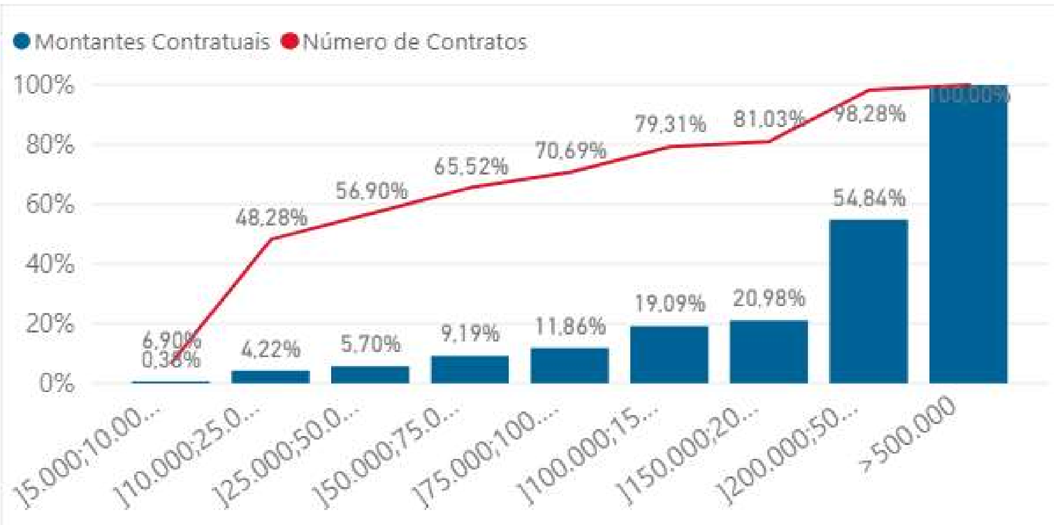
[14] This roughly corresponds to the Community threshold for the publication of procurement procedures relating to goods and services in the OJEU.

Graph 57 - Breakdown of the contracts for goods and services concluded on the basis of a substantive criterion in 2018


*Source: BASE portal (September 2019)*

In the case of public works, if we consider the number of contracts concluded following a preliminary consultation on the basis of substantive criteria, the contractual value was less than EUR 25,000 in 48.28% of the contracts and less than EUR 75,000 in 65.52%. As regards the contractual amounts, 79.02% corresponded to contracts with a contractual price of more than EUR 200,000.

Graph 58 - Breakdown of the contracts for public works concluded on the basis of a substantive criterion in 2018




*Source: BASE portal (September 2019)*

"Extreme urgency" was the most frequently invoked reason (50% of the total number of these contracts and 67.35% of the contractual amounts).

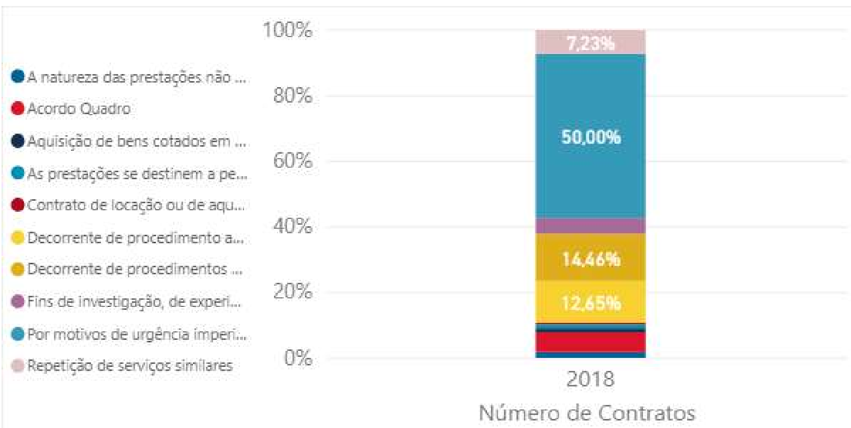
Table 7 – Breakdown of the contractual amounts of the contracts concluded on the basis of a substantive criterion in 2018, per substantive reason

| Motivo | Nº Contratos | Peso | Valor Contratual (M€) | Peso |
|---|---|---|---|---|
| Por motivos de urgência imperiosa | 83 | 50,00% | 21,28 € | 67,35% |
| Decorrente de procedimentos com todas as propostas excluídas | 24 | 14,46% | 3,86 € | 12,23% |
| Decorrente de procedimento anterior sem concorrentes | 21 | 12,65% | 1,14 € | 3,60% |
| Repetição de serviços similares | 12 | 7,23% | 0,76 € | 2,41% |
| Acordo Quadro | 10 | 6,02% | 1,98 € | 6,27% |
| Fins de investigação, de experimentação, de estudo ou de desenvolvimento | 8 | 4,82% | 0,78 € | 2,48% |
| A natureza das prestações não permita a elaboração de especificações contrat... | 3 | 1,81% | 0,17 € | 0,53% |
| Aquisição de bens cotados em bolsa de matérias-primas | 2 | 1,20% | 1,35 € | 4,28% |
| As prestações se destinem a permitir a prestação ao público de um ou mais se... | 2 | 1,20% | 0,05 € | 0,17% |
| Contrato de locação ou de aquisição de bens móveis ou aquisição de serviços | 1 | 0,60% | 0,22 € | 0,69% |
| **Total** | **166** | **100,00%** | **31,59 €** | **100,00%** |

*Source: BASE portal (March 2019)*

The reasons "extreme urgency" and "resulting from procedures where all tenders were excluded" represented 79.58% of the amounts involved.

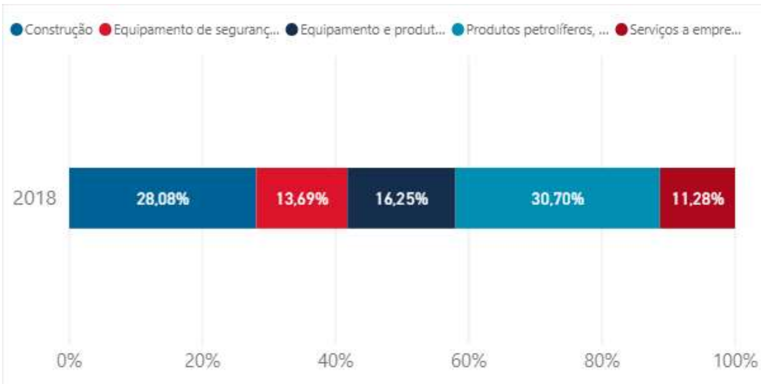
Graph 59 - Breakdown of the number of contracts concluded on the basis of a substantive criterion




*Source: BASE portal (September 2019)*

As far as the type of expenditure is concerned, if we consider the contractual amount and the CPV, substantive reasons were given mainly for the purchase of “Petroleum products, fuel, electricity and other sources of energy” (30.70%) and “Construction work”, which together corresponded to a 58.78% “share”.

Graph 60 - Breakdown of the contractual amounts of the contracts concluded on the basis of a substantive criterion, per CPV

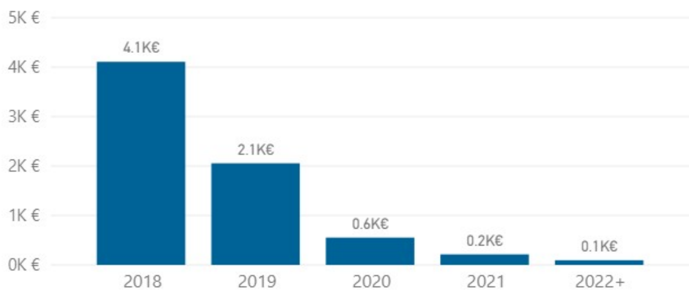



*Source: BASE portal (September 2019)*

## 4. FORECAST FOR CHARGES ARISING FROM CONCLUDED CONTRACTS

Most of the contracts concluded in 2018 were planned to be performed during the same year.

Graph 61 - Forecast for charges arising from contracts concluded in 2018 (EUR million)



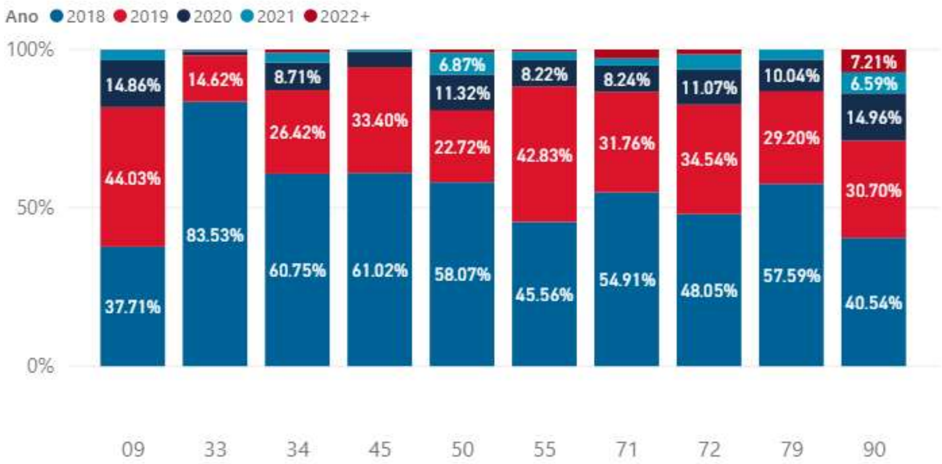

*Source: BASE portal (September 2019)*

There are, however, some variations as regards the expected charges over time, in particular if we consider the type of expenditure.

Therefore, if we look at the contracts taking into account the CPV codes, we can see that the most significant in terms of contractual amounts were: “33 - Medical equipments, pharmaceuticals and personal care products” (84%), “45 - Construction work” (62%), “50 – Repair and maintenance services” (58%) and “34 - Transport equipment and auxiliary products to transportation” (61%). These groups had the highest forecast rates of performance in the same year in which the contract was concluded (2018).

On the contrary, since the forecast rate for the performance of contracts in the same year of conclusion (2018) was less significant (lower than 50 %) for codes “09 – Petroleum products, fuel, electricity and other sources of energy”, “90 - Sewage, refuse, cleaning and environmental services” and “72 - IT services: consulting, software development, Internet and support”, it was in these headings that multi-annual contracts were more predominant.

Graph 62 – Forecast of charges arising from contracts concluded in 2018, per CPV

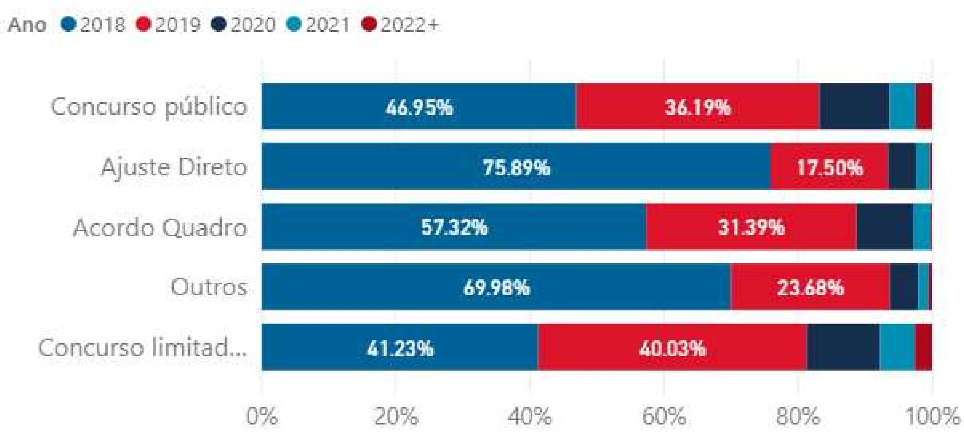



*Source: BASE portal (September 2019)*

An analysis of the type of procedure underlying the contract leads to the conclusion that contracts under direct award tended to be executed within a shorter period of time: 76% of the value of these contracts was expected to be executed during 2018.

On the contrary, contracts resulting from a competitive procedure (either an open procedure or a restricted procedure with pre-qualification) were expected to spread over a longer period (they were expected to be executed in 2020 and in the following years).

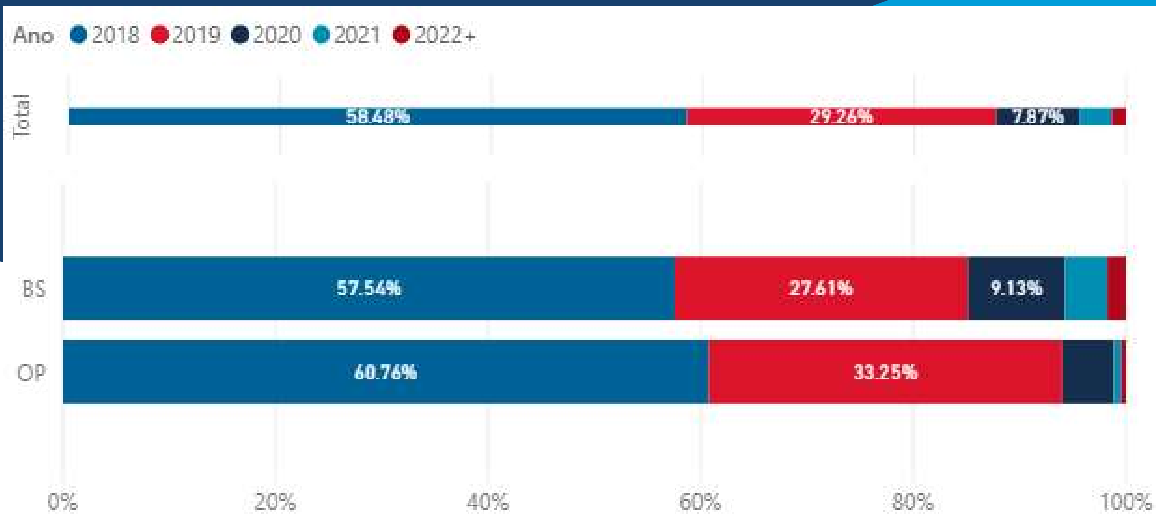
Graph 63 – Forecast of charges arising from contracts concluded in 2018, per type of procedure




*Source: BASE portal (September 2019)*

A similar analysis per type of contract shows that, in the breakdown of charges over the years of performance of the contract, the concentration of the performance in the same year in which the contract was concluded is higher for public works (60.8%) than for goods and services (57.5%).

Graph 64 - Forecast of charges arising from contracts concluded in 2018, per type of contract

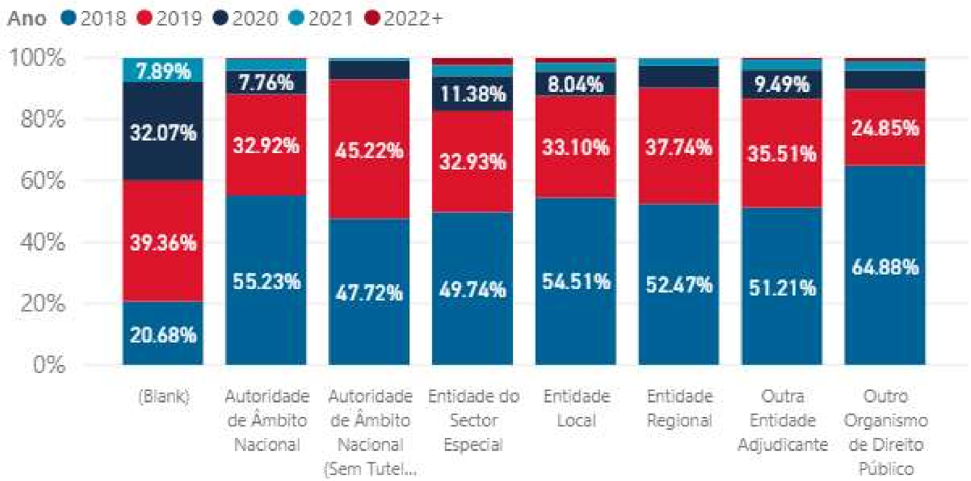



*Source: BASE portal (September 2019)*

Considering the multi-annual nature of the contracts concluded in 2018 per type of authority, we can conclude that most short-term contracts (until late 2018) tended to be awarded by "Other bodies governed by public law" (65%), "National authorities" (55%) and "Local authorities" (54.5%).

"Entities operating in the special sector" (50.26%) and "Other contracting authorities" (48.79%) show an opposite trend, as their most significant contracts were to be performed in 2019 and beyond.

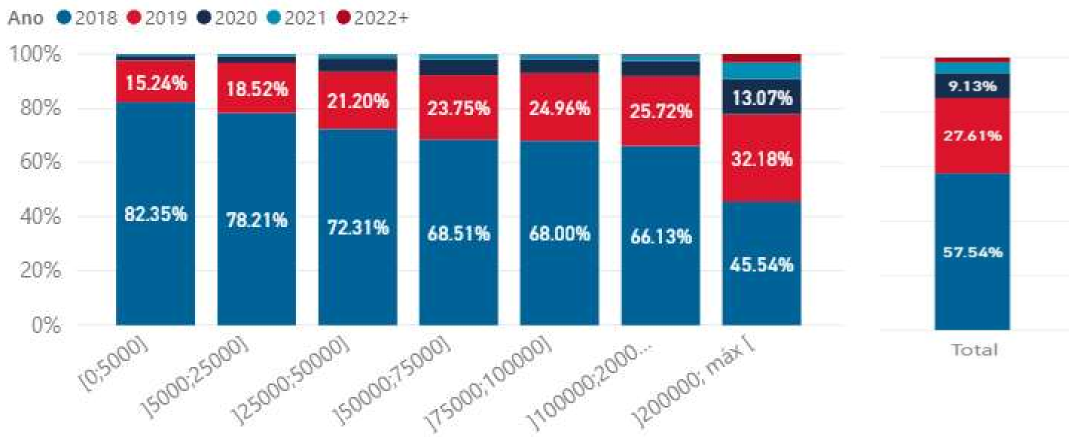
Graph 65 - Forecast of charges arising from contracts concluded in 2018, per type of contracting authority




*Source: BASE portal (September 2019)*

If we use the contract value as a criterion, we can conclude that, for purchases of goods and services, the increase in the number of multi-annual contracts is in line with the increase in contractual amounts. Among the contracts with a value of less than EUR 5,000, it was expected that 83% of their contractual would be executed in 2018, while in the case of contracts with a value of more than EUR 200,000 only 45.5% of their value was planned to be executed in the same year.

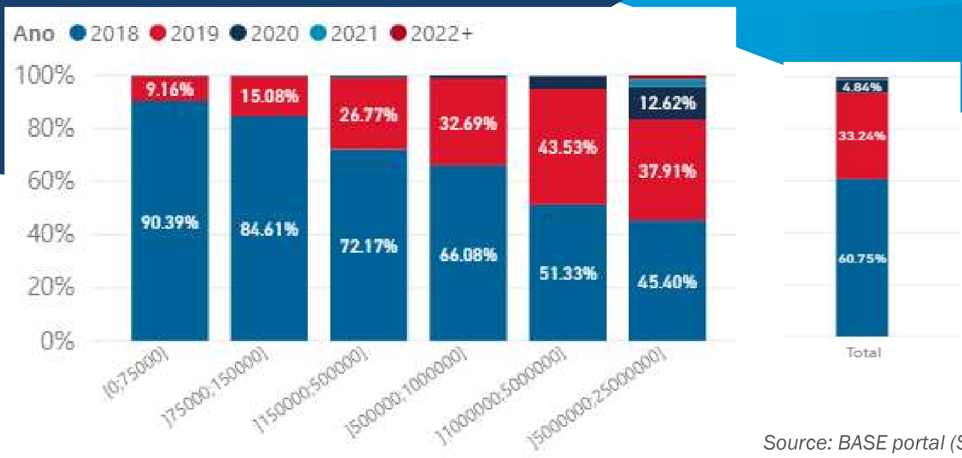
Graph 66 – Forecast of charges arising from contracts concluded in 2018, per range of contractual value – Goods and services




*Source: BASE portal (September 2019)*

We can see the same trend in the case of public works, but it is not so clear-cut. For contracts with a value of more than EUR 5 million, less than a half of the contractual value was planned to be executed in 2018.

Graph 67 – Forecast of charges arising from contracts concluded in 2018, per range of contractual value – Public Works

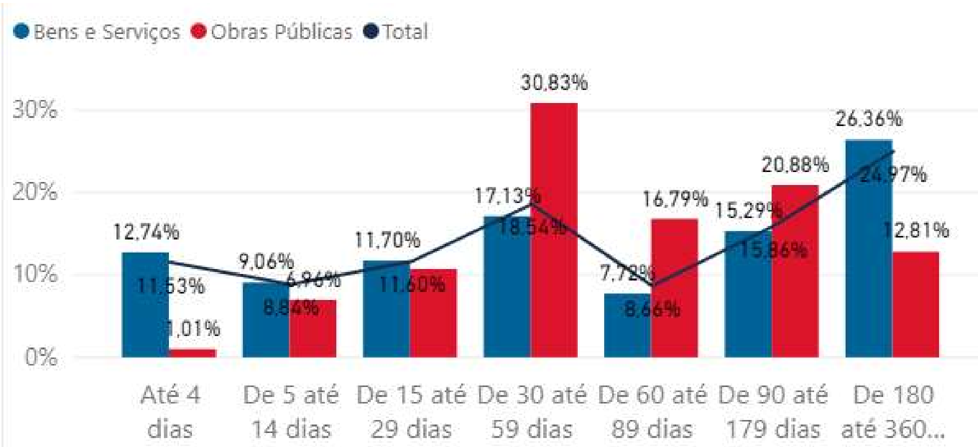



Source: BASE portal (September 2019)

## 5. AVERAGE LENGTH OF PROCUREMENT PROCEDURES

As regards the length of pre-contractual procedures, when considered as the number of days from the beginning of the procedure (publication of the notice or dispatch of the invitation) to the date when the contract is concluded, we see that ≈ ⅛ of the procedures took up to 4 days (incl.) until the corresponding decision was made.

Graph 68 - Length of procedures related to contracts concluded in 2018, per range and per type of contract (all contracts except simplified direct awards)

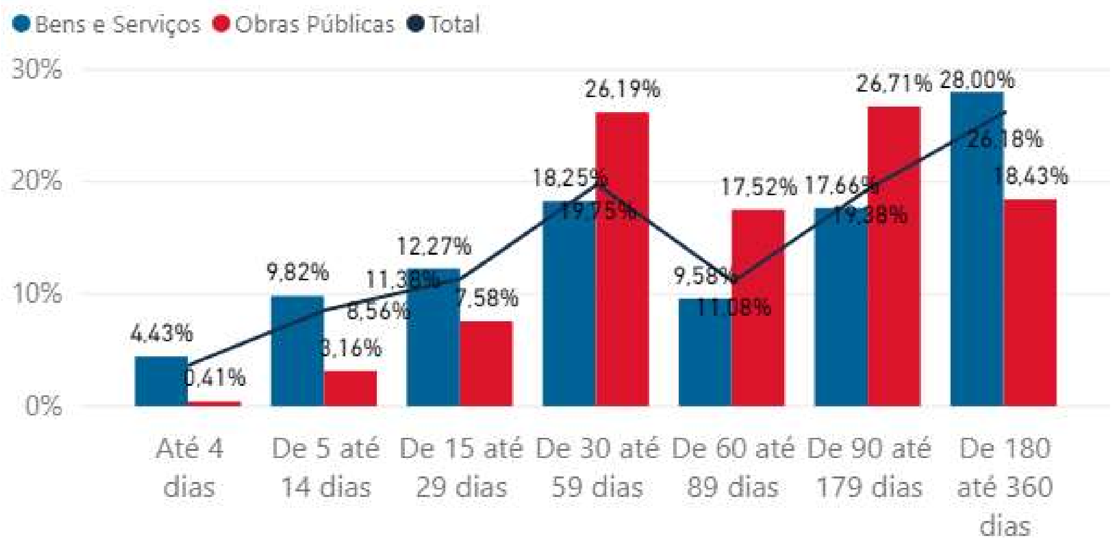



Source: BASE portal (September 2019)

Nevertheless, the length of the procedures varied according to the type of contract: in the case of goods and services, 12.74% of the procedures took less than 4 days to be completed, while in the case of public works, in the same period, only 0.01% of the procedures were completed.

The abovementioned figures are affected by the proportion of the number of procedures under direct award in the number of contracts reported, as direct award procedures tend to be swifter than competitive procedures. The average time limits for the completion of procedures for contracts preceded by an open or a restricted tender procedure were higher.

Graph 69 - Length of procedures related to contracts concluded in 2018, per time range and per type of contract (contracts resulting from competitive procedures)



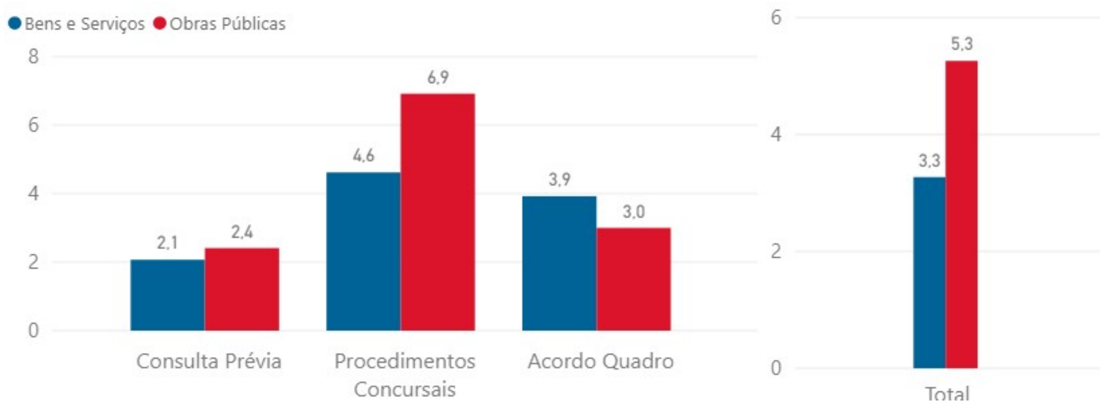

*Source: BASE portal (September 2019)*

## 6. NUMBER OF COMPETITORS BY PROCEDURE

In order to assess the level of competition in public procurement, we analysed a sample of procedures carried out through electronic platforms whose contracts were reported to the BASE portal.

As regards the average number of tenders received for each procurement there is a difference between the contracts for goods and services (2.3) and the contracts for public works (4.3).

Graph 70 - Average number of tenders per procedure (2018)

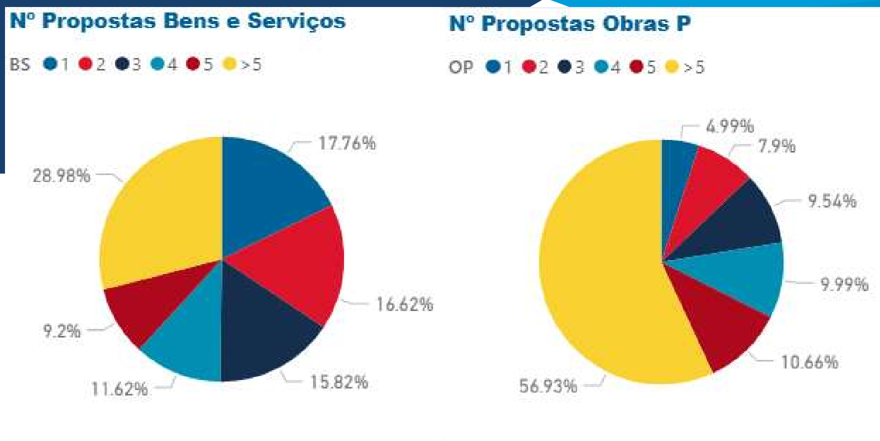



*Source: BASE portal (September 2019)*

As might be expected, the number of competitors per procedure was higher in the case of competitive procedures than in the case of framework agreements and direct awards.

A more detailed analysis of competitive procedures shows that in 82% of the procedures for the purchase of goods and services and in 95% of the procedures concerning public works, at least two proposals were submitted for consideration by the contracting authority.

Graph 71 - Number of tenders per procedure: competitive procedures (2018)



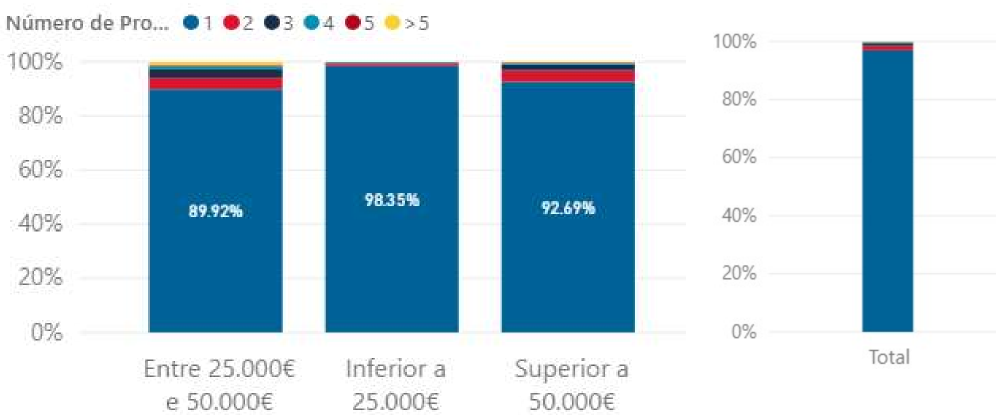

*Source: BASE portal (September 2019)*

Additionally, more than five tenders were submitted in a significant number of procedures, especially for public works (57% of the procedures), although this was also relevant for goods and services (29%).

In the case of preliminary consultations for the purchase of goods and services, only one tender was submitted in more than ¾ of the procedures.

The weight of contracts resulting from procedures in which only one tender was submitted decreased in line with the contractual value: while 98.35% of the procedures with an estimated price of less than EUR 25,000 received only one tender, in the case of procedures with an estimated price between EUR 25,000 and EUR 50,000 that share decreased by 8.43 pp to 89.9%.

Graph 72 - Number of tenders per procedure: direct awards for the purchase of goods and services (2018)



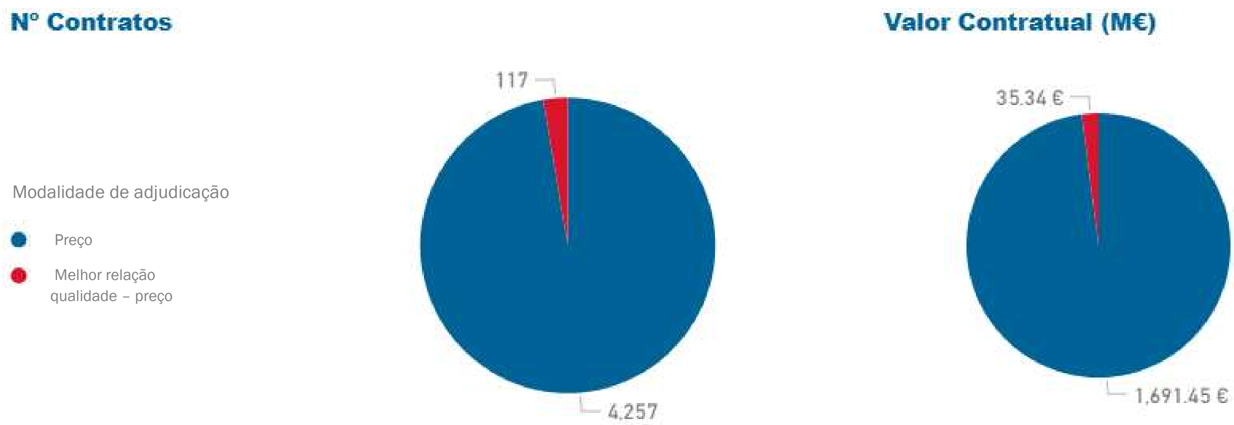

*Source: BASE portal (September 2019)*

# 7. AWARD CRITERIA

## 7.1. «PRICE» VS «BEST VALUE FOR MONEY»

In a sample of 4,374[15] competitive procedures (based on the tender notice) whose contracts were concluded in 2018, it was found that in 97,3% (4,257) the only award criterion was the price, as provided for in Article 74. These contracts corresponded to 98% of the contractual amounts.

Graph 73 - Award criteria in open procedures (public procedures and restricted procedures)

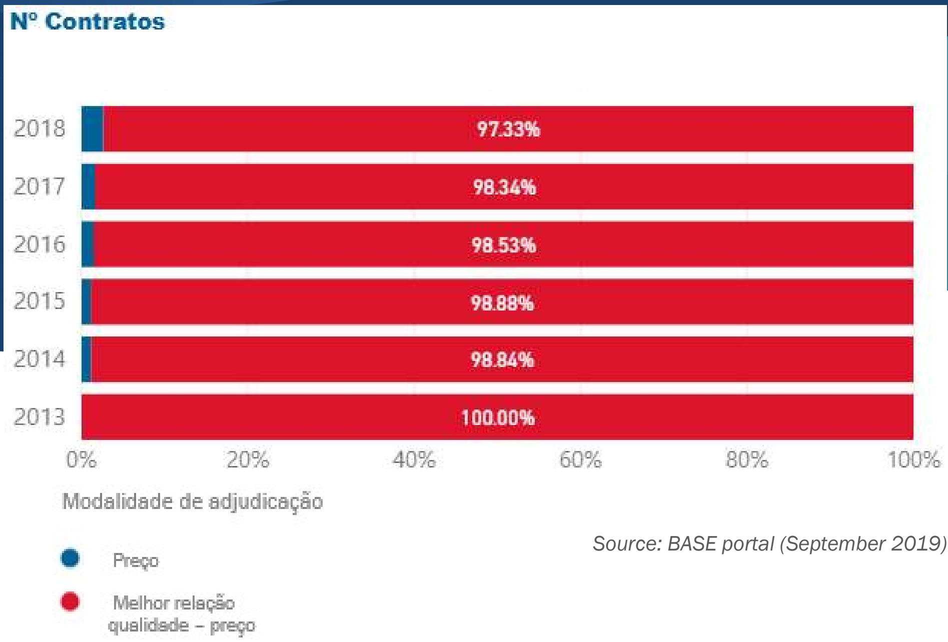



*Source: BASE portal (September 2019)*

The trend observed in previous years, towards a timid decrease in the use of the price as the award criterion, continued in 2018.

[15] Procurement procedures for which it was possible to identify the type of criterion that was used and its weight, where applicable, excluding direct award procedures.

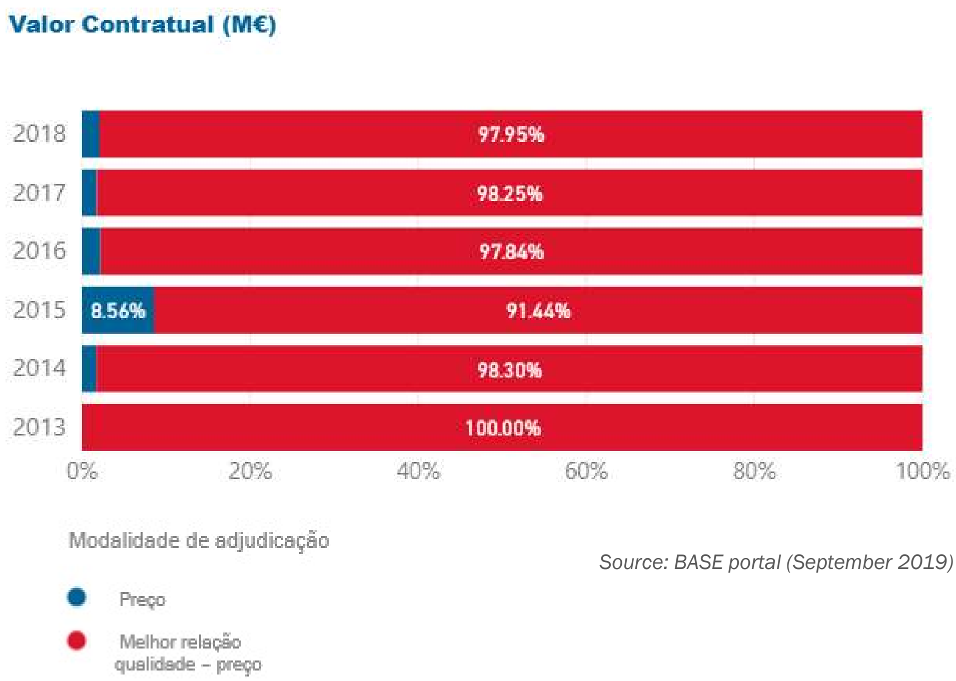
Graph 74 – Relative weight of the award criteria per number of contracts: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

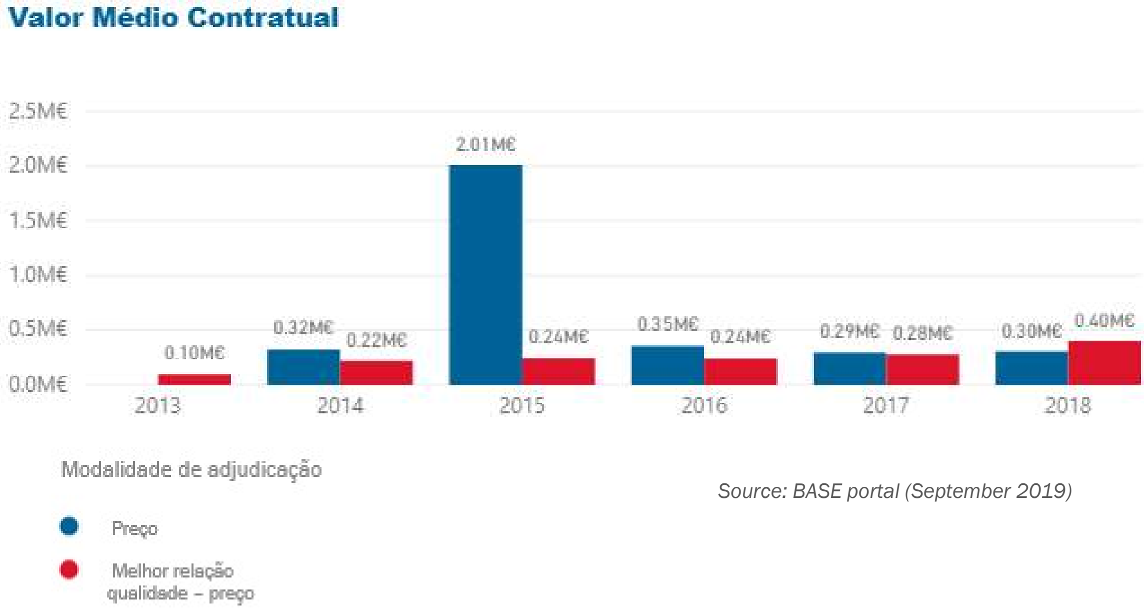
Regarding the contractual amounts involved, from 2017 to 2018, the predominance of contracts concluded only on the basis of the price when compared with those based on the best value for money decreased by 0.3 pp to 97.95%.

Graph 75 – Relative weight of the award criteria per contractual amounts: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

Graph 76 – Average value of contracts preceded by a competitive procedure, per award criterion: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

From 2017 to 2018, there was an increase in the average contractual value for contracts awarded on the basis of the price (now amounting to EUR 397,333), as well as in the contracts awarded on the basis of the "best value for money" (from EUR 291,502 in 2017 to EUR 302,050 in 2018).

## 7.2. «BEST VALUE FOR MONEY» WEIGHT OF THE PRICE FACTOR

If we consider only those contracts awarded on the basis of the "best value for money" (117), we can observe the predominance of the price factor (or the like[16]) in the use of this criterion.

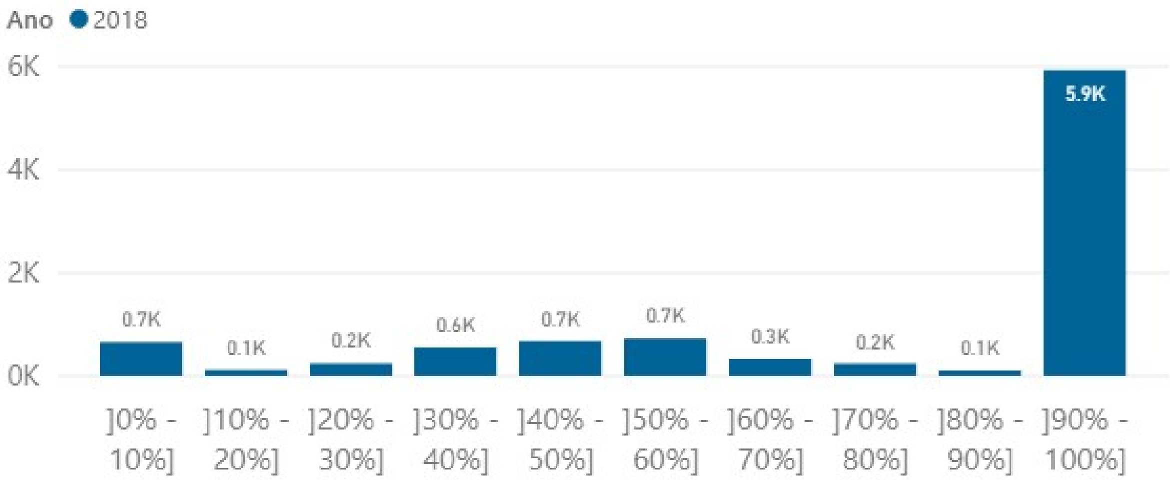
As shown in the graph below, the weight of the price factor, or the like, was higher than 50% in the large majority of competitive procedures launched in 2018 and included in the processed sample.

[16] "The like" means the economic factor (financial burden, rents payable, etc.) of the contract.

Graph 77 - Breakdown of the weight of the “price” factor, or the like, when assessing tenders submitted under open procedures


*Source: BASE portal (September 2019)*

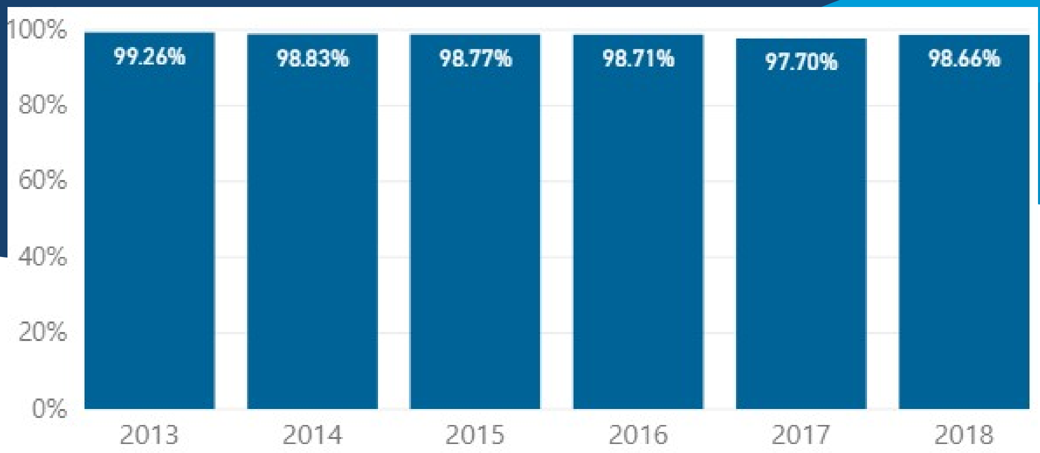
Graph 78 - Cumulative breakdown of the weight of the price factor, or the like, when assessing tenders: from 2013 to 2018




*Source: BASE portal (September 2019)*

If we add the procedures in which the main factor for assessing the tenders was just the price to those procedures in which the price factor, while not being the only assessment factor, represented more than a half of the weighting, we find that in 96.66% of the competitive procedures the price was the most important and dominant weighting factor.

Graph 79 – Percentage of the number of contracts in which the price factor, or the like, was largely dominant




*Source: BASE portal (September 2019)*

## 7.3. ABNORMALLY LOW PRICES

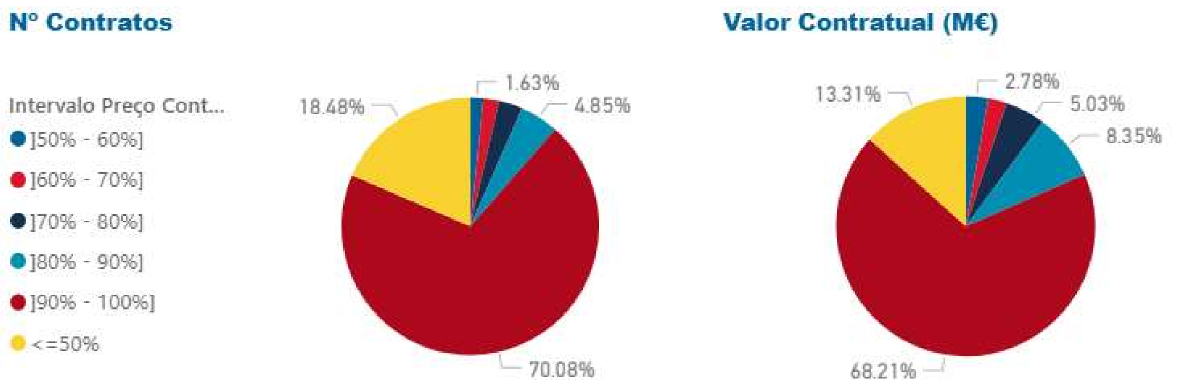
In the current economic and fiscal context, procurement procedures are particularly price-sensitive. For competitors, the need to maintain their activity in a context of low economic growth made them submit tenders whose value was below the prices they used to apply formerly, to the detriment of their profit margin. For contracting authorities, the fiscal constraints reflected not only in the size of their budgets but also in the administrative barriers (for instance, the available funds) led to a general decrease in the estimated prices of procedures, thus "smashing" potential competitors, and favoured the economic factor, by assigning it a greater weight than it would probably be the case in a different context.

Another way to examine and quantify this issue is to look at the final value of the contract taking into account the estimated price[17] and the abnormally low price.

[17] This is an innovative concept in the Portuguese legal framework that corresponds to the… *maximum price the contracting authority is willing to pay for the performance of all services constituting the subject-matter of the contract* … (Article 47 of the PCC)

When we consider the contracts for goods and services (including those related to public works), regardless of the type of procedure, we see that in 18.5% of the sample contracts[18], the final contractual amounts were close to or even lower than the abnormally low price calculated by reference to the estimated price. Their representativeness in terms of overall contractual amounts is slightly lower (13.3%). Figures in this analysis are partly the result of the fact that the estimated price in framework agreement procedures is global and there are contracts divided into lots of a lower price.

Graph 80 - The ratio between the estimated price and the contractual price, per contractual price range, of contracts for goods and services (including those related to public works) in 2018




*Source: BASE portal (September 2019)*

Comparing to the contracts concluded in 2017 and considering the legal criterion used to identify (possible) abnormally low prices, we can see in 2018 an increase of 0.14 pp in the number of contracts and 1.08 pp (from 1.7% to 2.8%) in contractual amounts.

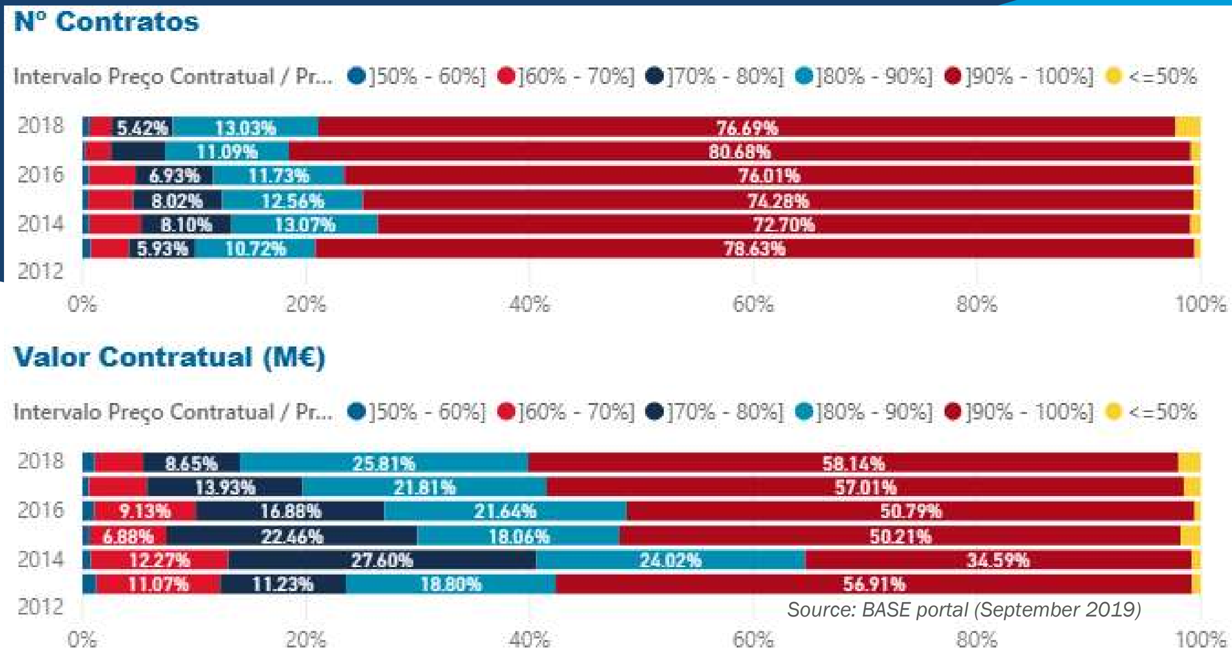
[18] We took into account 20.9% of the contracts, corresponding to 89.9% of the contractual amounts

Graph 81 - The ratio between the estimated price and the contractual price, per contractual price range, of contracts for goods and services


*Source: BASE portal (September 2019)*

Comparing to 2017, we can see that the number of public works contracts continued to evolve in the same direction: the contracts concluded for values that complied with the criterion of the abnormally low price varied by 0.34 pp. As regards the contractual amounts, there was an increase of 0.5 pp (to 1.09%).

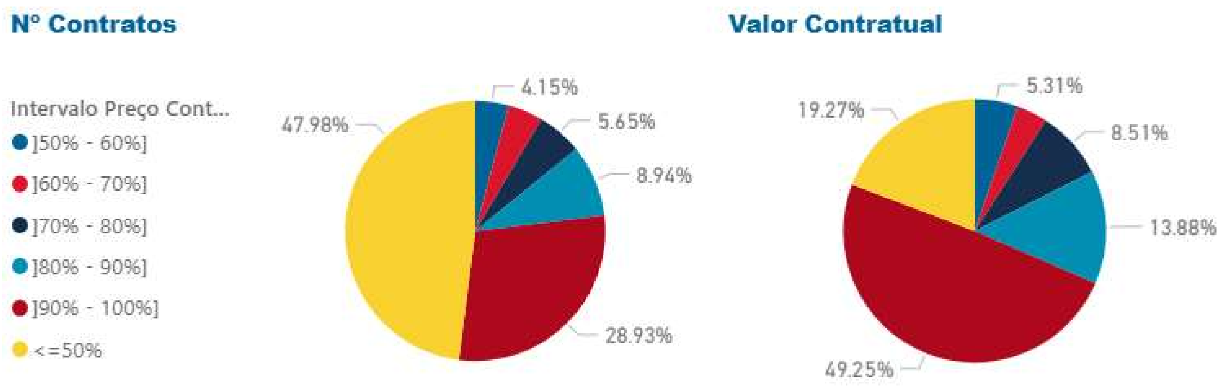
Graph 82 - The ratio between the estimated price and the contractual price, per contractual price range, of public works contracts: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

If we analyse only the competitive procedures, we notice that awards close to the abnormally low price values were more frequent. For goods and services, the number of contracts where the contractual value was equal to or lower than 50% of the estimated price reached 47.98%, representing 19.27% of the contractual amounts.

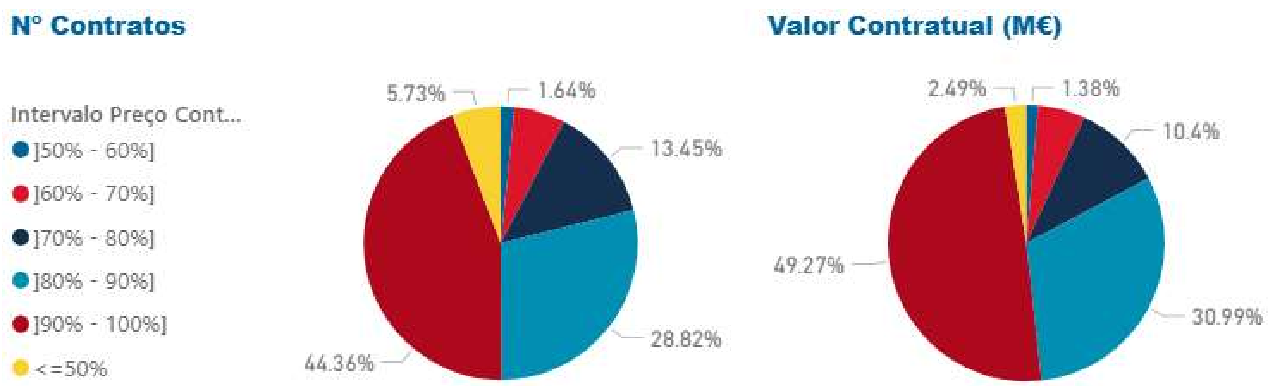
Graph 83 - Deviation between the basic price and the contractual price, per contractual price range, of public works contracts resulting from competitive procedures in 2018




*Source: BASE portal (September 2019)*

The same happens with public works contracts, where we can see that 5.73% of the number of contracts and 2.49% of the contractual amounts concerned were awarded for a lower value than the reference value for the abnormally low price.

Graph 84 - Deviation between the estimated price and the contractual price, per contractual price range, of public works contracts resulting from competitive procedures in 2018




*Source: BASE portal (September 2019)*

# 8. CONTRACTS CLASSIFIED ACCORDING TO THE "COMMON PROCUREMENT VOCABULARY" (CPV)

A short analysis based on the CPV classification shows that public works predominate over the remaining expenditure, mainly because of "Construction work", which represents 38.65% of the overall contractual value.

Table 8

| CPV | Descrição CPV | Nº Contratos | Peso | Valor Contratual (M€) | Peso |
|---|---|---|---|---|---|
| 33 | Equipamento médico, medicamentos e produtos para cuidados pessoais | 27,908 | 38.88% | 934.60 € | 17.72% |
| 45 | Construção | 9,367 | 13.05% | 2,038.81 € | 38.65% |
| 79 | Serviços a empresas: direito, comercialização, consultoria, recrutamento, impressão e segurança | 8,976 | 12.50% | 357.80 € | 6.78% |
| 50 | Serviços de reparação e manutenção | 6,117 | 8.52% | 258.13 € | 4.89% |
| 71 | Serviços de arquitectura, construção, engenharia e inspecção | 5,827 | 8.12% | 210.32 € | 3.99% |
| 72 | Serviços de TI: consultoria, desenvolvimento de software, Internet e apoio | 4,672 | 6.51% | 261.68 € | 4.96% |
| 90 | Serviços relativos a águas residuais, resíduos, limpeza e ambiente | 2,955 | 4.12% | 343.79 € | 6.52% |
| 34 | Equipamento e produtos auxiliares de transporte | 2,778 | 3.87% | 249.45 € | 4.73% |
| 55 | Serviços de hotelaria, restauração e comércio a retalho | 1,633 | 2.27% | 175.26 € | 3.32% |
| 09 | Produtos petrolíferos, combustíveis, electricidade e outras fontes de energia | 1,553 | 2.16% | 445.24 € | 8.44% |
| **Total** | | **71,786** | **100.00%** | **5,275.08 €** | **100.00%** |

*Source: BASE portal (September 2019)*

A comparison with 2017 figures shows distinct variations.

Table 9 – Breakdown of contracts per CPV: comparing 2017 and 2018

| Descrição CPV | Valor Contratual Homólogo (M€) | % | Valor Contratual Atual (M€) | % |
|---|---|---|---|---|
| Construção | 1,992.25 | 37.77% | 2,038.81 € | 38.65% |
| Equipamento e produtos auxiliares de transporte | 117.81 | 2.23% | 249.45 € | 4.73% |
| Equipamento médico, medicamentos e produtos para cuidados pessoais | 1,195.31 | 22.66% | 934.60 € | 17.72% |
| Produtos petrolíferos, combustíveis, electricidade e outras fontes de energia | 306.13 | 5.80% | 445.24 € | 8.44% |
| Serviços a empresas: direito, comercialização, consultoria, recrutamento, impressão e segurança | 372.81 | 7.07% | 357.80 € | 6.78% |
| Serviços de arquitectura, construção, engenharia e inspecção | 209.41 | 3.97% | 210.32 € | 3.99% |
| Serviços de hotelaria, restauração e comércio a retalho | 284.61 | 5.40% | 175.26 € | 3.32% |
| Serviços de reparação e manutenção | 222.20 | 4.21% | 258.13 € | 4.89% |
| Serviços de TI: consultoria, desenvolvimento de software, Internet e apoio | 245.13 | 4.65% | 261.68 € | 4.96% |
| Serviços relativos a águas residuais, resíduos, limpeza e ambiente | 284.04 | 5.38% | 343.79 € | 6.52% |
| **Total** | **5,229.70** | **99.14%** | **5,275.08 €** | **100.00%** |

*Source: Public Procurement in Portugal – 2016*
*BASE portal*

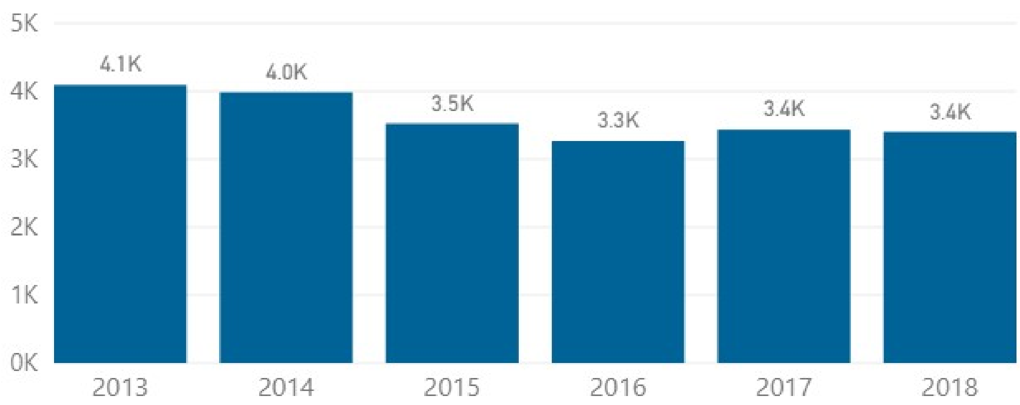
# 9. STAKEHOLDERS IN PUBLIC PROCUREMENT PROCEDURES

## 9.1. CONTRACTING AUTHORITIES

### 9.1.1. THE CONTRACTING AUTHORITIES UNIVERSE

In 2018, the number of authorities that reported contracts to the BASE portal was 3,401. This represents a decrease of 35 (-1%) and an increase of 133 (+4.1%) in the number of contracting authorities, respectively over 2017 and 2016.

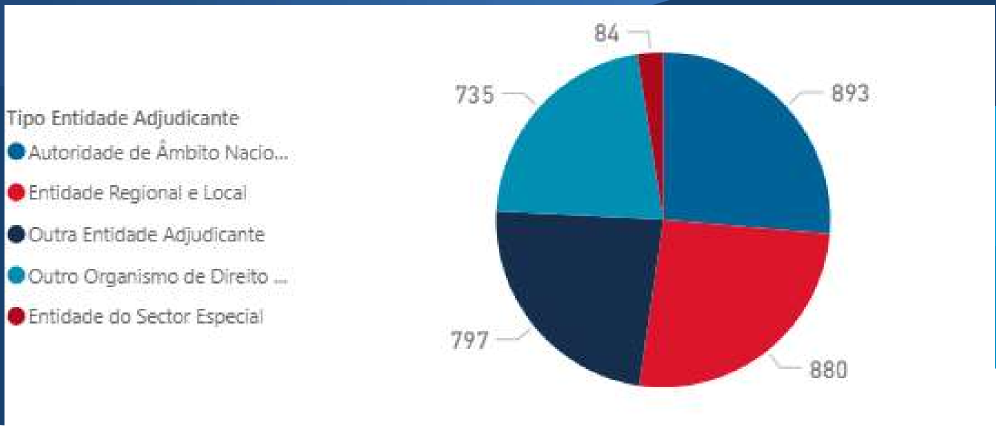
Graph 85 – Number of contracting authorities having reported contracts: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

A breakdown per type of contracting authorities shows that the “National authorities” group is the largest one (951), followed by “Regional and local authorities” (880), “Other bodies governed by public law” (797), “Other contracting authorities” (735) and “Entities operating in the special sector” (84).

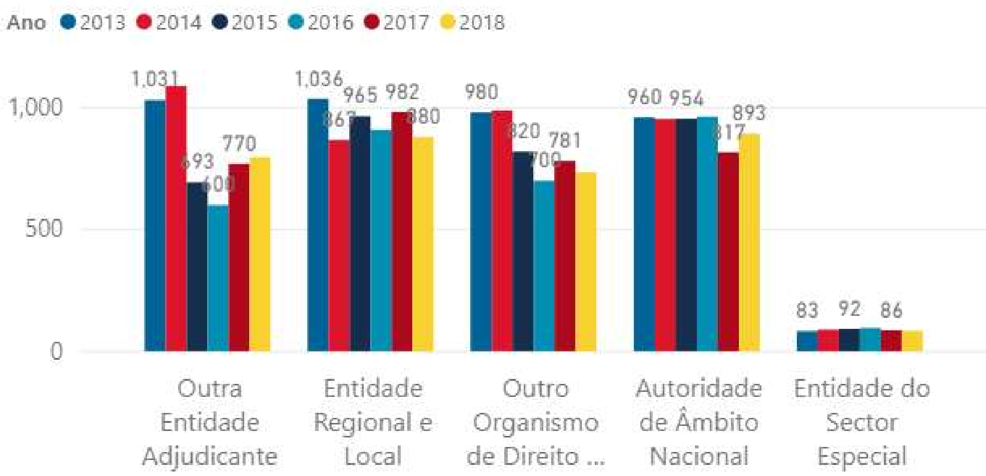
Graph 86 - Number of contracting authorities per type of authority (2018)




*Source: BASE portal (September 2019)*

Compared to 2017, there was an increase in the number of entities in all segments, with a stronger positive variation in the "National authorities" group.

Graph 87 - Number of contracting authorities per type of authority: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

Notwithstanding that increase as regards the reporting authorities, the number still appears to fall short of the entire group of contracting authorities that are required by the Public Contracts Code to report their procedures and contracts to the BASE portal.

Since competitive procedures must be carried out through electronic platforms, which ensure the communication with the portal, this under-representation of reporting authorities tends to be linked to those contracting authorities that have used only the direct award.

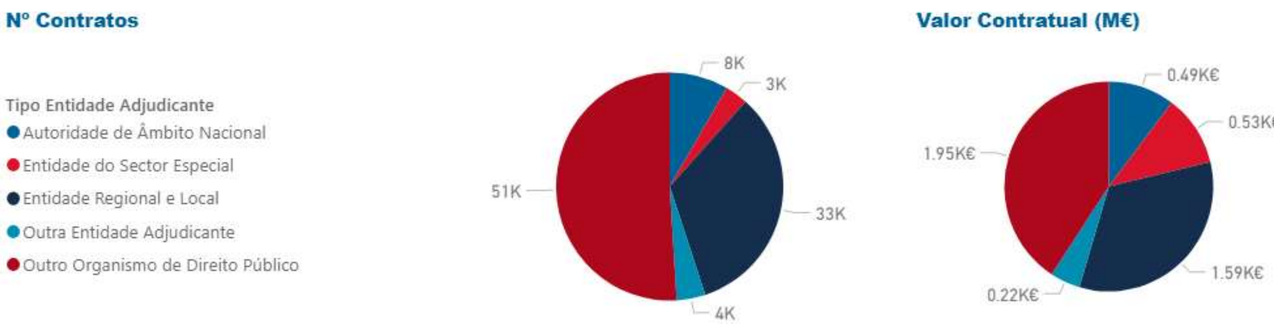
Furthermore, 16.8% of the contracting authorities (571) reported only one contract under direct award.

Graph 88 - Number of contracting authorities that reported only one contract or zero contracts under direct award, but did report other contracts


*Source: BASE portal (September 2019)*

The entities that concluded a higher number of contracts in 2018 were the “Other bodies governed by public law” and the “Local and regional authorities”. As far as contractual amounts are concerned, it is also the “Other bodies governed by public law” that come first, followed by the “Local and regional authorities” representing 33.3% of the contractual amounts.

Graph 89 - Public procurement in 2018 per type of contracting authority




*Source: BASE portal (September 2019)*

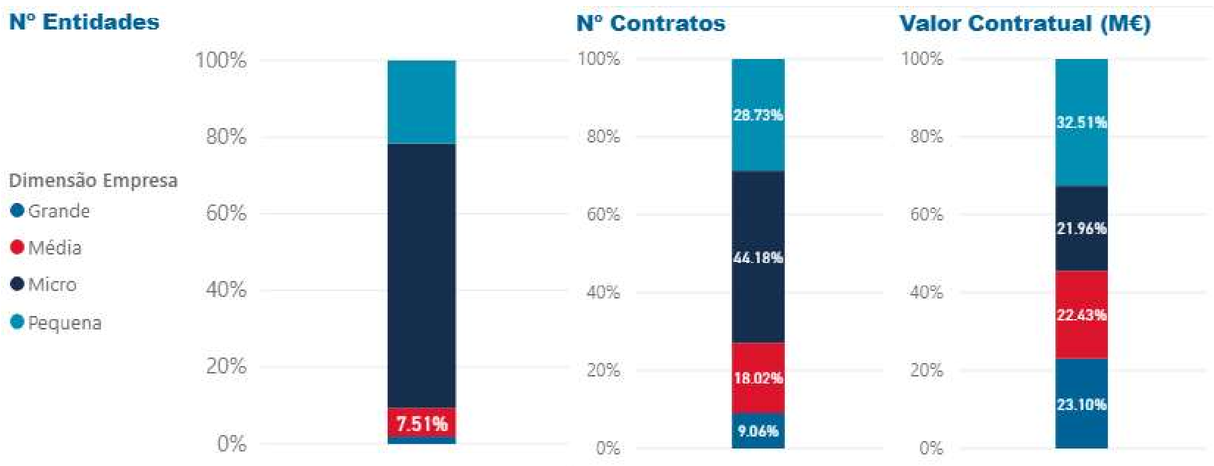
The top 10 (ten) contracting authorities as regards the contractual amounts were responsible for EUR 185 million and are represented by Infraestruturas de Portugal, the SPMS - Serviços Partilhados do Ministério da Saúde (Shared Services of the Ministry of Health) and hospital centres.

## 9.1.2. PUBLIC PROCUREMENT PER TYPE OF CONTACTING AUTHORITY

Based on a sample of companies representing the number of contracts and the contractual value, it was possible to characterize[19] the business fabric of the contractors with whom at least one public contract was concluded in 2018.

We can thus conclude that most contractors to whom public contracts were awarded in 2018 were micro enterprises[20] (68.93%). However, they represented 44.18% of all contracts concluded and only 21.96% of the contractual amounts. On the other hand, small and medium-sized enterprises (SMEs)[21], representing 29.17% of the contractors, accounted for slightly less than a half of the contracts (46.75%), corresponding to nearly ½ of the contractual amounts (54.94%). Lastly, large enterprises[22] represented just 1.9% of all contractors, having concluded 9.06% of the contracts, which correspond to approximately ¼ (23.1%) of the contractual amounts.

Graph 90 – Contractors' representativeness, per company size

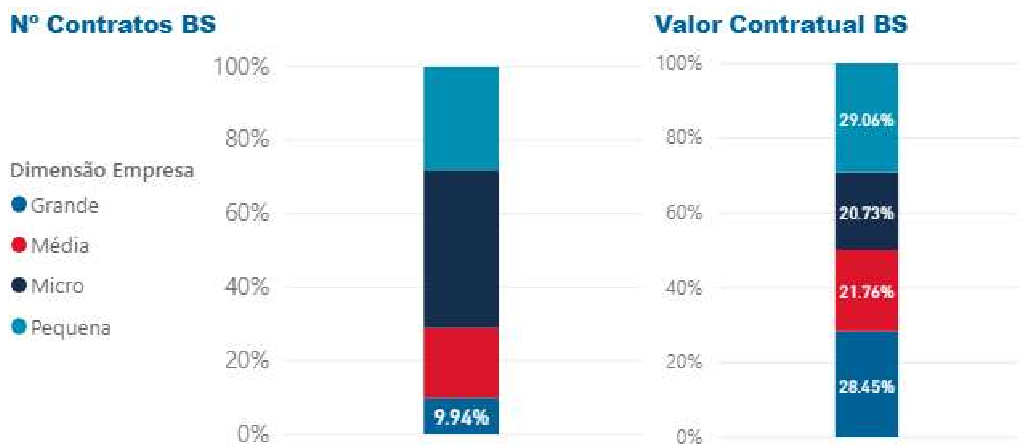



*LSource: BASE portal (September 2019)*

[19] Characterization according to the criteria laid down in Decree-Law No 372/2007 of 6 November 2007.
[20] Companies with less than 10 employees and a turnover of EUR 2 million
[21] Including small enterprises (companies with less than 50 employees and a turnover of less than EUR 10 million) and medium-sized enterprises (companies with less than 250 employees and a turnover of less than EUR 50 million).
[22] Companies with at least 250 employees and a turnover of EUR 50 million.

If we look only at the contracts for goods and services, we see that SMEs have an equally significant weight, representing 47.12% of the number of contracts and 50.82% of the contractual amounts. Large enterprises obtained 9.94% of the contracts, which together represented 28.45% of the contractual amounts.

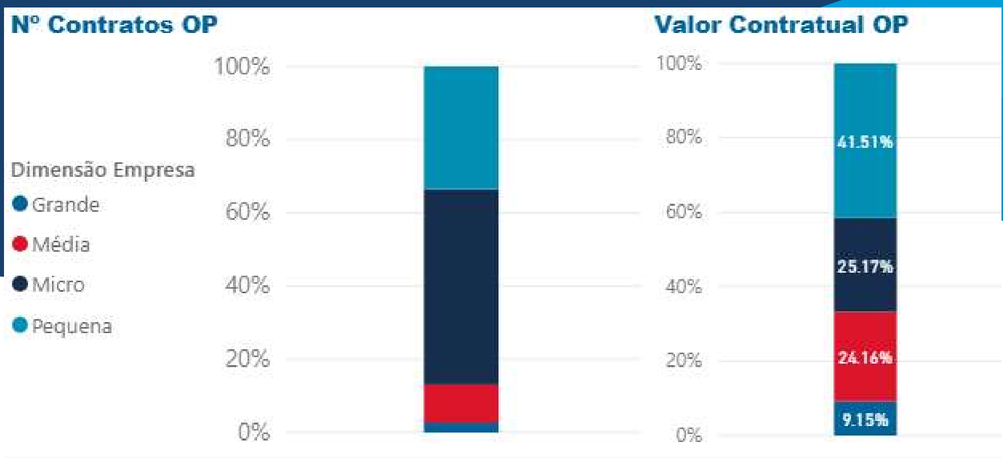
Graph 91 – Contractors' representativeness per company size – Goods and services




*Source: BASE portal (September 2019)*

As regards public procurement related to public works, SMEs accounted for a rather significant share (44.06% of the contracts and 65.67% of the contractual amounts), and surpassed even large companies in the amounts involved (9.15% of the contractual amounts, corresponding to 2.62% of the number of contracts).

Graph 92 – Contractors' representativeness per company size – Public works

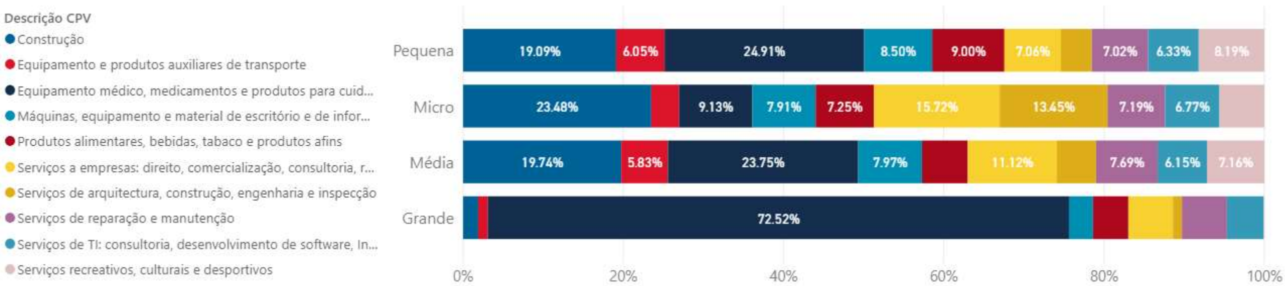



*Source: BASE portal (September 2019)*

If we look at the structure of the concluded contracts taking into account the company size and the classification according to the Common Procurement Vocabulary (CPV), but considering only the categories (CPV division) with a share of more than 5% in any of the size segments, we can see a few differences.

First of all, we see that diversity increases when the size of the company decreases. Therefore, as the company size increases, the contracts tend to focus on certain types of purchases.

Graph 93 – Public contracts structure per company size and per CPV




*Source: BASE portal (September 2019)*

“Construction work” concentrates the highest number of contracts and its weight is more significant for micro enterprises (23.48%), medium-sized enterprises (19.74%) and small enterprises (27.91) than for large enterprises (1.88%). Linked to this category of contracts, category “Architectural, construction, engineering and inspection services” is relevant for the micro–enterprises segment (13.45%), but less so for the remaining ones.

Category “Medical equipments, pharmaceuticals and personal care products” is quite relevant in terms of contracts for large enterprises, where it represented 72.52%.

Table 10 – Public contracts structure, per company size and per CPV

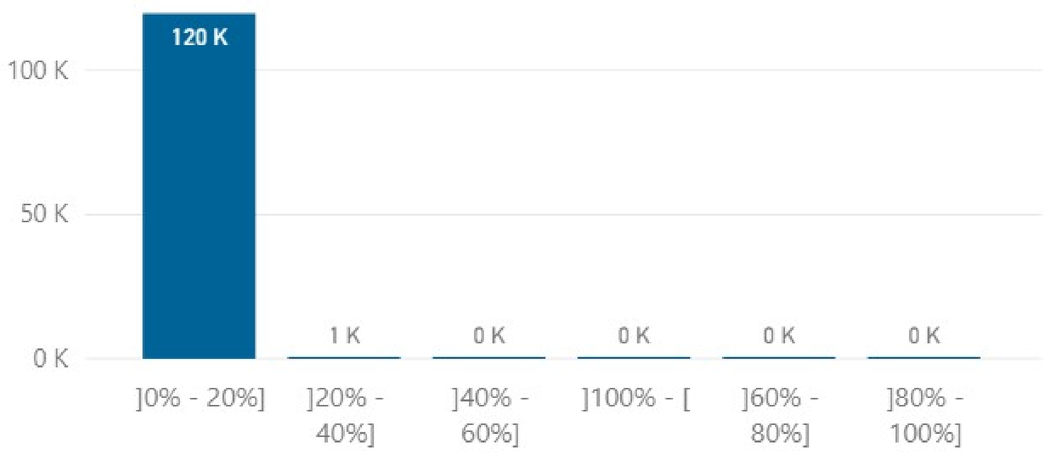
| CPV 2 Dígitos | Grande | Média | Micro | Pequena | Total |
|---|---|---|---|---|---|
| 15 | 4.40% | 5.70% | 7.25% | 9.00% | **4.24%** |
| 30 | 3.00% | 7.97% | 7.91% | 8.50% | **6.48%** |
| 33 | 72.52% | 23.75% | 9.13% | 24.91% | **34.33%** |
| 34 | 1.22% | 5.83% | 3.49% | 6.05% | **3.76%** |
| 45 | 1.88% | 19.74% | 23.48% | 19.09% | **15.90%** |
| 50 | 5.62% | 7.69% | 7.19% | 7.02% | **7.21%** |
| 71 | 1.12% | 4.89% | 13.45% | 3.84% | **6.16%** |
| 72 | 4.59% | 6.15% | 6.77% | 6.33% | **6.24%** |
| 79 | 5.57% | 11.12% | 15.72% | 7.06% | **10.57%** |
| 92 | 0.07% | 7.16% | 5.61% | 8.19% | **5.11%** |
| **Total** | **100.00%** | **100.00%** | **100.00%** | **100.00%** | **100.00%** |

*Source: BASE portal (September 2019)*

## 9.1.3. SHARE OF PUBLIC CONTRACTS IN CONTRACTORS' TURNOVER

Seeking to analyse the impact pubic contracts might have had on contractors, in 98.0% of the cases, the share of the contracts concluded in 2018 with a given contracting authority represented less than 20% of the economic operator's turnover .

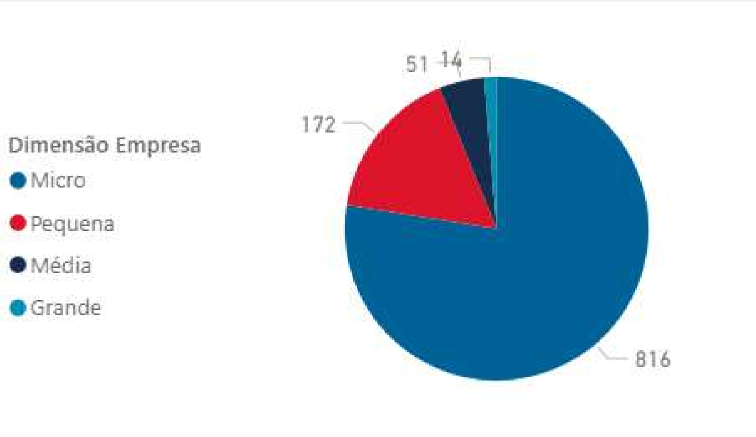
Graph 94 – Number of situations in which the weight of the contracts concluded with a given contracting authority in 2018 represented more than 20% of the economic operator's turnover in 2018




*Source: BASE portal (September 2019)*

Considering the other situations, it is worth noting that for 2018 it was possible to identify 1,050 cases where the value of the contracts awarded by contracting authorities was higher than the turnover of the companies concerned (probably due to the existence of multi-annual contracts). Most of these companies (77.62%) were micro-enterprises.

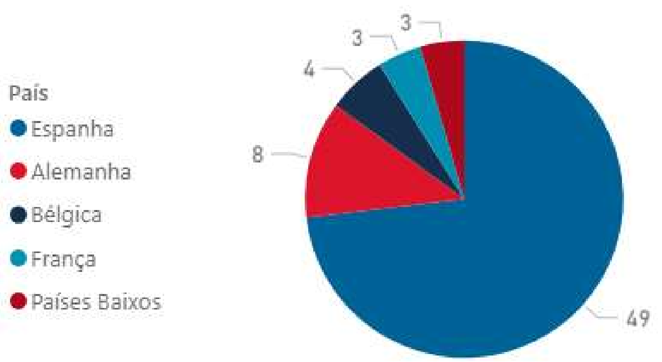
Graph 95 - Classification per type of the companies whose turnover was lower than the value of the public contracts




*Source: BASE portal (September 2019)*

## 9.1.4. ORIGIN OF NON-DOMESTIC CONTRACTORS

Graph 96 - Number of contractors, per country (2018)




*Source: BASE portal (September 2019)*

Considering the origin of the contractors, the country with the largest number of enterprises with which at least one public contract was concluded was Spain (48), followed by Germany (8) and France (4). Contractors with the largest volume of public contracts concluded in 2018 are in the energy sector (Endesa Energia, S.A. and EDP Comercial).

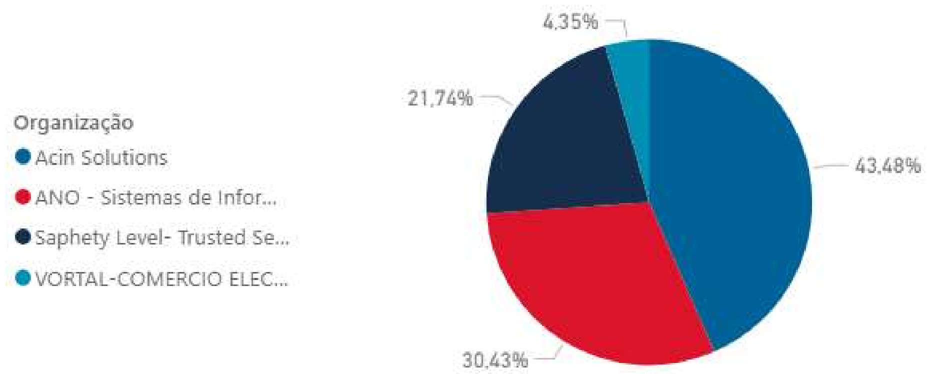
## 9.1.5. ELECTRONIC PLATFORMS

## 9.1.6. CONTRACTS CONCLUDED IN 2018 WITH ELECTRONIC PLATFORMS FOR THE PURCHASE OF E-PROCUREMENT PLATFORM SERVICES

E-procurement platforms are a key tool in public purchasing, as competitive procedures are mandatorily carried out through them. As we could see , in 2018 they were responsible for carrying out 36.2% of the procedures launched in the same year, corresponding to 87.3% of the underlying estimated price.

Looking at the contracts concluded in 2018 for the purchase of services relating to the conduct of competitive procedures through a certified electronic platform, we find two suppliers with a market share of more than 30% – Akin Solutions (acinGov) and Ano – Sistemas de Informação (anoGov) – accounting for 73,9% of the total number of new contracts.

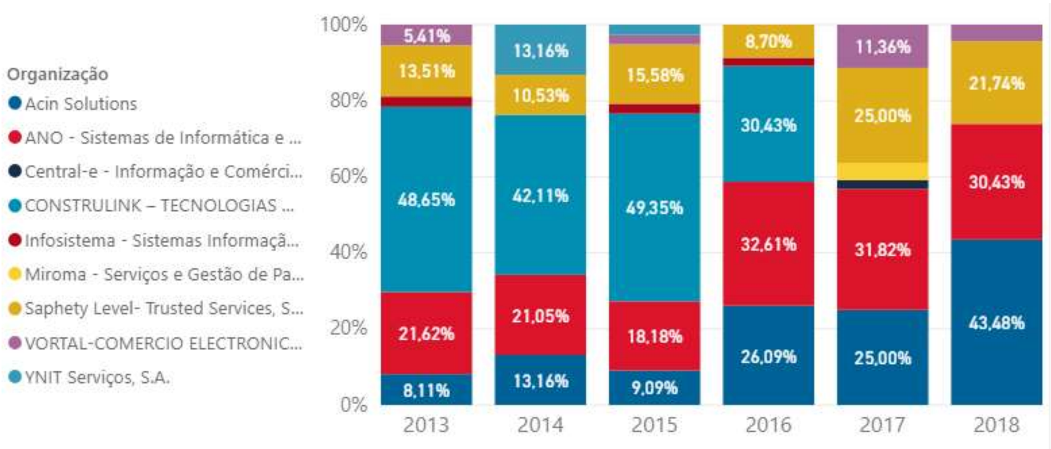
Graph 97 - Breakdown of the contracts concluded with electronic platforms for the conduct of procedures, per certified entity




*Source: BASE portal (September 2019)*

Comparing to the previous years, it appears that the market of e-procurement platforms has evolved towards a greater distribution. In fact, the three companies with the largest share represented 95.65% of the market in 2018.

Graph 98 - Breakdown of the contracts concluded with electronic platforms for the conduct of procedures, per certified entity: changes from 2013 to 2018

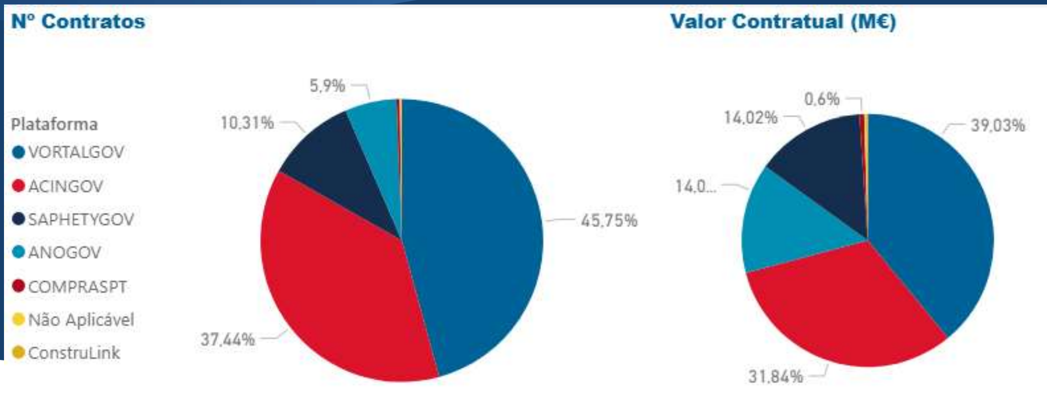



*Source: BASE portal (September 2019)*

### 9.1.7. CONTRACTS CONCLUDED IN 2018, PER PLATFORM THROUGH WHICH PROCEDURES WERE CARRIED OUT

As regards the relative weight of the number and the contractual amounts of the contracts carried out through each platform, there is a concentration in three platforms (VortalGOV, acinGov and SaphetyGov), which ensured 93.5% of the number of contracts reported to the BASE portal and represented 84.9% of the overall contractual amount.

Graph 99 - Breakdown of the number of contracts and the contractual amounts carried out per platform

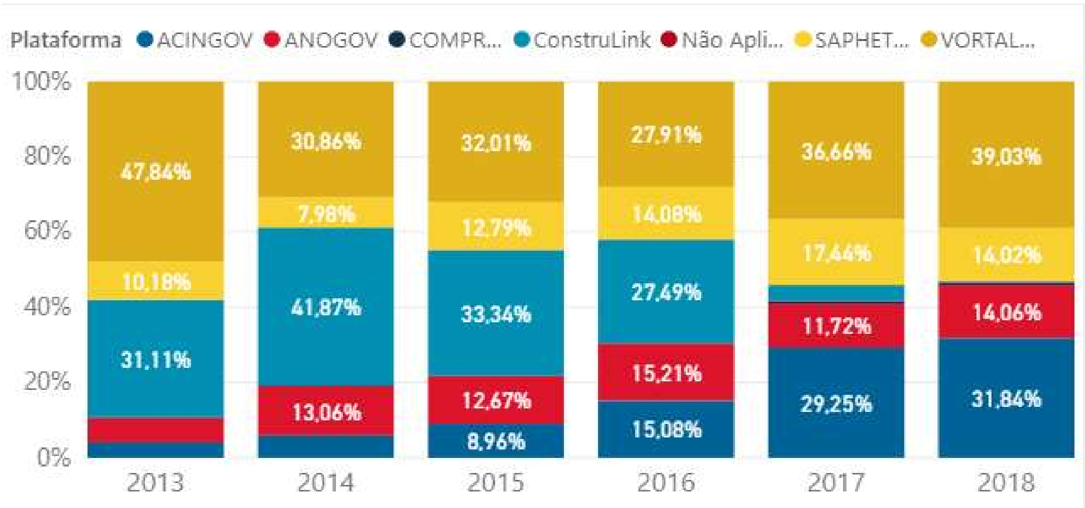



*Source: BASE portal (September 2019)*

VortalGov was first as far as the number of contracts is concerned (45.75%), and it was also through this platform that the largest contractual volume was carried out (39.03%), followed by acinGov with 37.44% of the contracts and 31.84% of the contractual value.

Compared to 2017 and taking into account the global market, the relevance of acinGov increased by 2.59 pp and that of anoGov increased by 2.34 pp.

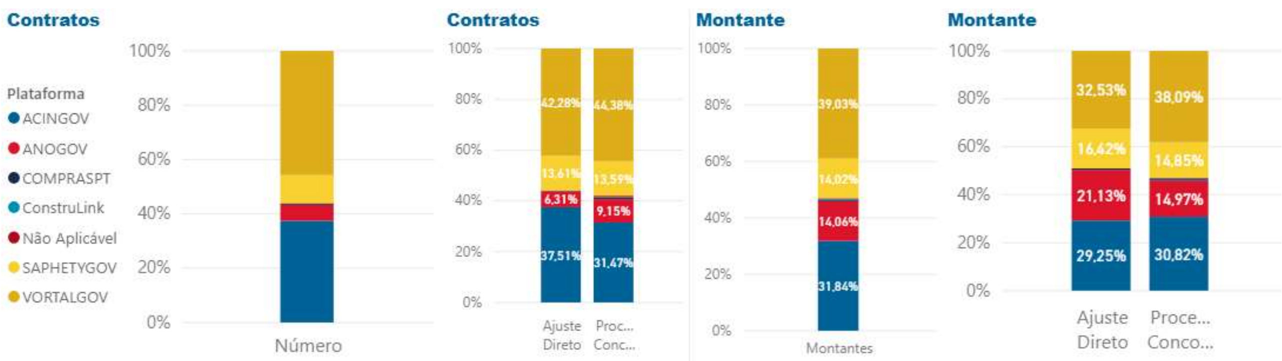
Graph 100 - Breakdown of the contractual amounts, per platform: changes from 2013 to 2018




*Source: BASE portal (September 2019)*

As regards the type of procedure, it should be highlighted that in 2018 VortalGov saw an increase in competitive procedures in terms of both the number of contracts (44.4%) and the contractual amounts (38.1%).

Graph 101 - Breakdown of the number of contracts and the contractual amounts per platform in 2018



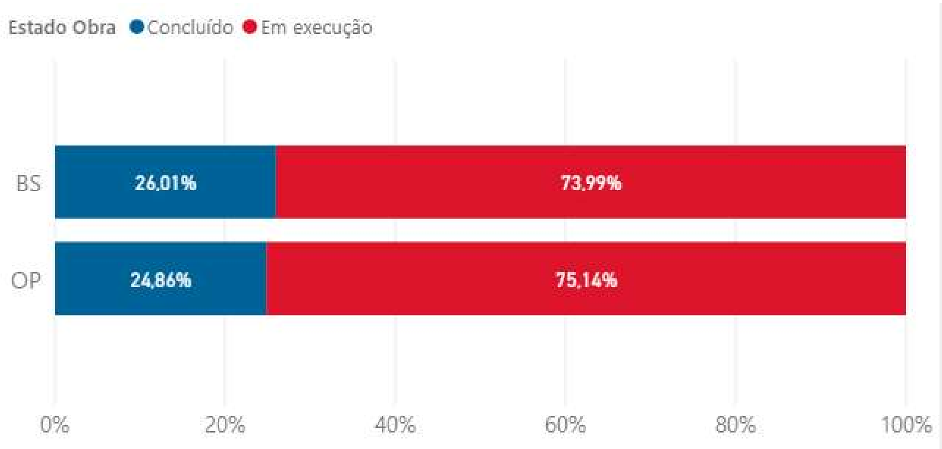

*Source: BASE portal (September 2019)*

# 10. CONTRACT PERFORMANCE

## 10.1. PRICE DEVIATION[23]

When data for drafting this report were collected (from concluded contracts with an indication of the actual total price), the recorded completion rate was higher for goods and services (26.1%, corresponding to 28,892 contracts) than for public works (24.86%, corresponding to 2,409 contracts).

Graph 102 - Contracts indicating the actual total price



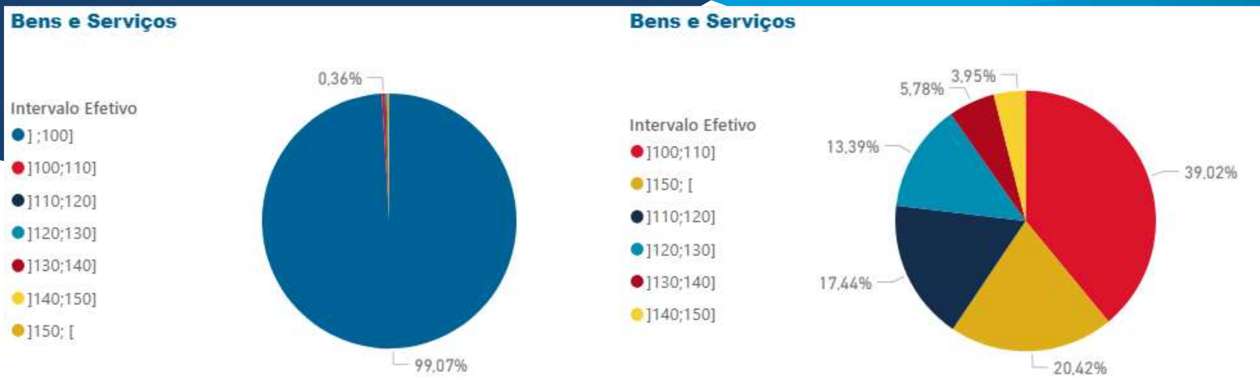

*Source: BASE portal (September 2019)*

When we compare the actual total value of each contract with the contractual price, we see that only 0.36% of the contracts for goods and services had a final total price that was higher than the value established in the contract.

---

23 It should be noted that the price deviation in this context corresponds to the difference between the actual total price of the contract and the contractual price. The nature of extra costs is not considered; for lack of information, these deviations may be due to more and/or less work than expected, to default interest, etc.

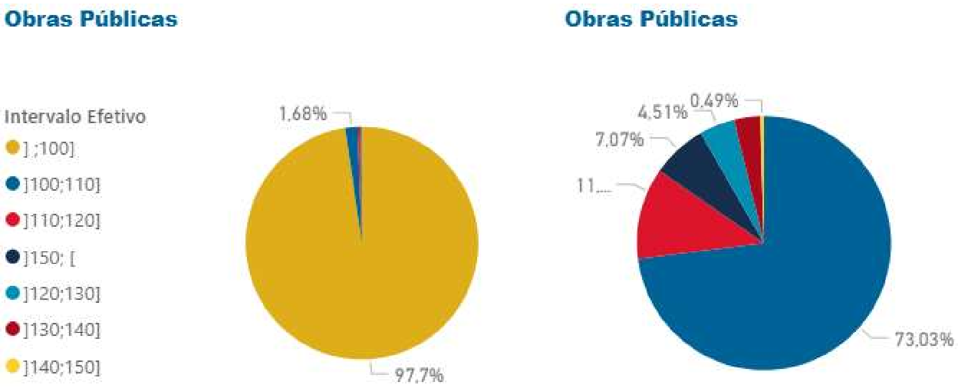
Graph 103 - Price deviations per range: Goods and services




*Source: BASE portal (September 2019)*

As for public works, the weight of contracts in a similar situation is slightly higher, but the proportion is very low: the final value was higher than the contractual value in only 1.68% of the contracts relating to public works.

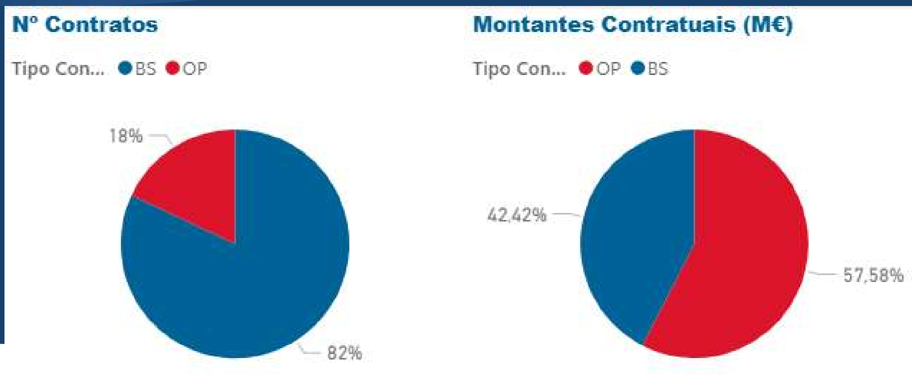
Graph 104 - Price deviations per range: Public works




*Source: BASE portal (September 2019)*

Among the contracts concluded in 2018 with an actual total price higher than the contractual price, 82% concerned the purchase of goods and services, corresponding to 42% of the contractual amounts.

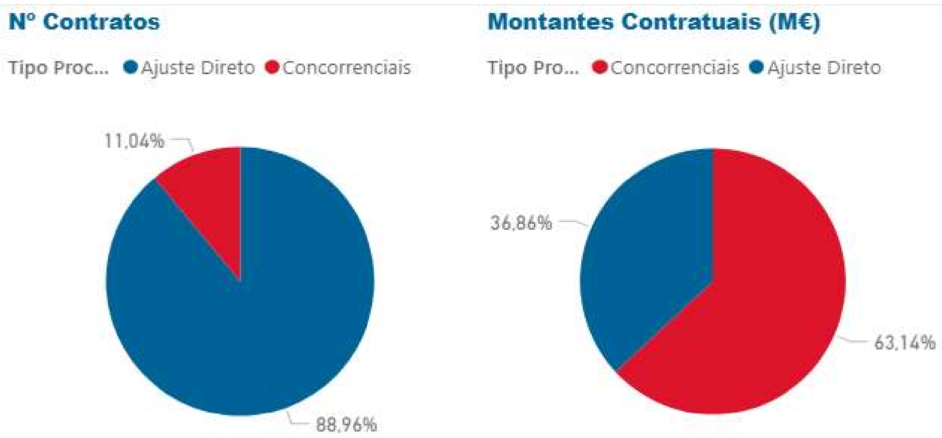
Graph 105 - Contracts with an actual price higher than the contractual price, per type of contract




*Source: BASE portal (September 2019)*

An analysis per type of procedure shows that most contracts (88.96%) and 36.86% of the contractual amount concerned contracts concluded under a direct award procedure

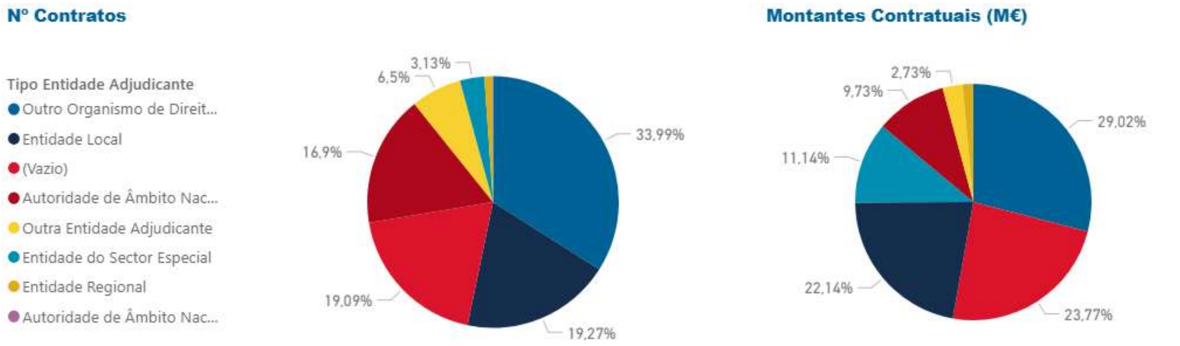
Graph 106 - Contracts with an actual price higher than the contractual price, per type of procedure




*Source: BASE portal (September 2019)*

Considering the type of contracting authorities that concluded contracts whose final actual price was higher than the contractual value, that was mainly the case in “Other bodies governed by public law” (33.99% of the contracts and 29.02% of the contractual amounts) and in “Local authorities” (19.27% of the contracts and 23.77% of the contractual amounts).

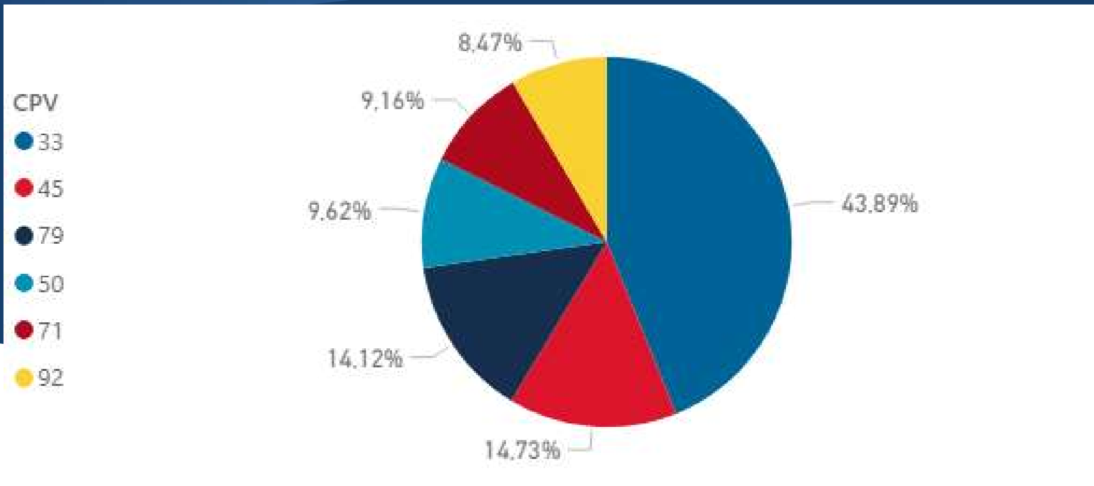
Graph 107 - Contracts with an actual price higher than the contractual price, per type of contracting authority




*Source: BASE portal (September 2019)*

As regards the type of expenditure, the largest number of contracts can be found for “Medical equipments, pharmaceuticals and personal care products” (43.9%), followed by “Construction work” (14.7%) and “Business services: law, marketing, consulting, recruitment, printing and security” (14.1%).

Graph 108 - Contracts with an actual price higher than the contractual price, per CPV (number of contracts)




*Source: BASE portal (September 2019)*

## 10.2. DEADLINE DEVIATION

When data for drafting this report were collected, 75.96% of the concluded contracts mentioned the actual duration of the contracts (73.9% in the case of contracts for the purchase of goods and services and 99.5% in the case of contracts relating to public works).

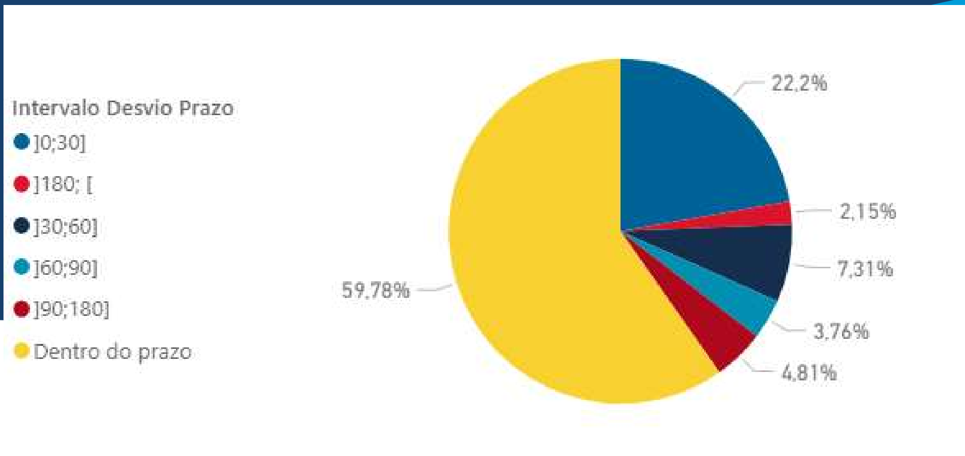
Table 11 – Contracts indicating the final deadline

| Tipo Contrato | Nº Contratos (Data de celebração) | Nº Contratos Concluídos | Peso |
|---|---|---|---|
| BS | 111.089 | 82.098 | 73,90% |
| OP | 9.692 | 9.646 | 99,53% |
| **Total** | **120.781** | **91.744** | **75,96%** |

*Source: BASE portal (September 2019)*

As regards compliance with the deadline established in the contract for its completion, in the case of goods and services that deadline was not met in 40.23% of the contracts. However, that deadline was exceeded by more than 60 days in only 8.57% of the contracts.

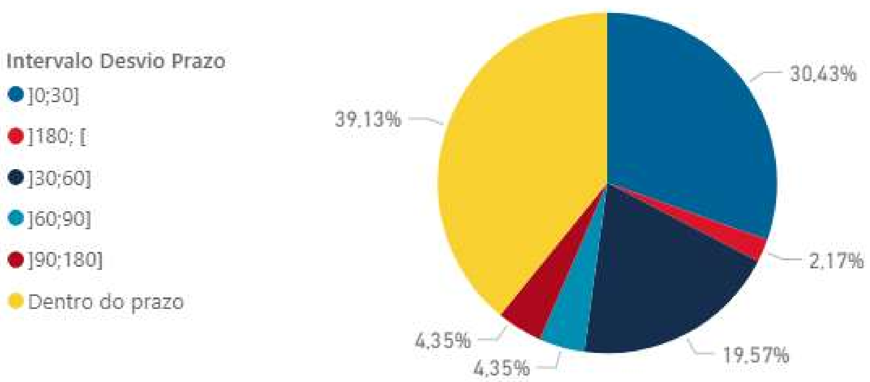
Graph 109 – Deadline deviations per range: Goods and services




*Source: BASE portal (September 2019)*

In the case of public works, most contracts were not completed within the established deadline; nevertheless, the deadline was met in 39.13% of the contracts. It was even exceeded by more than 60 days in 8.7% of the contracts.

Graph 110 – Deadline deviations per range: Public works




*Source: BASE portal (September 2019)*

Cofinanciado por:

COMPETE 2020

PORTUGAL 2020

UNIÃO EUROPEIA
Fundo Europeu
de Desenvolvimento Regional