

Emergency Procurement

Session 5–July 2026

This activity is implemented in collaboration with Expertise France under the EU funded Project “Supporting progress in key areas of public administration reform in Lebanon” (2023-2027).



“The Knowledge Lab” in Public Procurement (KLPP) is a collaborative initiative by the Institut des Finances Basil Fuleihan (IOF) designed to develop specialized learning content and reform-driven expertise in public procurement. The ultimate objective is to empower a national network of experts and bridge the gap between evolving procurement laws and real-world professional application.

Objectives

1. Develop an aligned understanding of technical concepts, standards, and international good practices through collaborative learning and dialogue.
2. Generate Practical Knowledge: Transform individual experiences into shared knowledge by jointly developing practical guidance, learning resources, and actionable recommendations.
3. Strengthen Professional Practices: equip practitioners with analytical frameworks and practical tools to make informed decisions and address real implementation challenges.
4. Policy Impact: Generate collective insights and policy recommendations that promote innovation, institutional learning, and evidence-informed public sector reform.

Methodology

The program follows a practical four-phase collaborative process; the first three phases are taking place in the framework of this current project:

1. Prioritization: identify high-priority technical topics based on emerging reforms, institutional needs, and implementation challenges.
2. Co-Preparation and design: engage a subject-matter expert (s) to work closely with the IOF team in designing the learning journey, defining key questions, selecting case studies, and preparing practical learning materials.
3. Implementation: facilitate interactive sessions that combine expert input, peer learning, case analysis, simulations, and structured dialogue to generate shared understanding and practical solutions.
4. Dissemination and knowledge transfer: transform outputs into practical tools, guidance notes, case studies, learning resources and policy recommendations that strengthen and support continuous learning across public sector and contribute to evidence-informed decision-making and policy development.

Overview

The fifth session of the KLPP series tackled “Emergency Procurement”, being an important and critical topic in the degrading security, economic and humanitarian situation that Lebanon has been witnessing since 2024. The session aimed to deepen participants' understanding of emergency procurement by giving the national network of trainers and professionals a shared, comprehensive view of what qualifies as an emergency procurement, the risks and challenges specific to procuring under crisis conditions, and the international practices that can inform Lebanon's approach while promoting a unified framework grounded in transparency, integrity, and accountability.

A group of 16 participants including expert-trainers and key resource people and practitioners from several institutions and public administrations such as the Ministry of Finance, Telecommunications, Lebanese Army, and others took part in this knowledge lab.

Session Structure and Key Discussions

The session was divided into three main parts, as detailed below:

Part One: Definition and Criteria

This session started by exploring the legal and conceptual foundation of emergency procurement.

Emergency procurement is urgent purchasing carried out by governments and institutions to meet critical needs during a crisis, which is unforeseeable by nature, using simplified procedures while preserving transparency and accountability. The session covered its definition, legal basis, and boundaries:

- › Definition: Participants first shared their own understanding of emergency procurement based on examples from their institutions; the facilitator then provided a formal definition to establish a shared baseline.
- › Legal Basis: Requires an exceptional, unforeseeable event that makes it impossible to follow normal tender timelines, and the urgency must not result from the procuring entity's own delay or negligence.
- › Common triggers: Natural disasters, health crises (e.g. COVID-19), armed conflict, economic shocks, infrastructure failure.
- › Key boundary identified: A procuring entity cannot unilaterally decide if an emergency exists, clear criteria must be met. Not all procurement conducted during a crisis automatically qualifies as "emergency" procurement; if normal procedures are still possible, they must be used.

The importance of a shared, objective criteria set was emphasized through three case studies (the COVID-19 pandemic, the Beirut Port explosion, and post-conflict infrastructure rehabilitation), each analyzed against the same questions: is this genuinely an emergency case? which processes require exceptional procedures versus normal ones? what safeguards apply? and what could have been done proactively?

Part Two: Response Frameworks, Challenges, and Risks

This session detailed how institutions should structure their response over time, and what typically goes wrong along the way.

1. Response Framework:

The response unfolds across four levels: preparedness (training, resourcing, planning ahead), rapid response (direct contracting, shortened deadlines, international support), recovery (gradual return to normal procedures), and exit/lessons learned (adjusting the system for the future).

2. Governing Principles:

- Balance speed with effectiveness, timelines are often exceeded, but efforts to secure the best price must continue.
- Preserve fairness and competition wherever possible, even under direct contracting.
- Maintain transparency and accountability through documentation and ex-post oversight.
- Protect best value for money. Speed must not come at the cost of quality or cost-effectiveness.

3. Risks vs Challenges:

- A risk is a potential future event that could harm procurement objectives if it materializes (e.g. price volatility, corruption, delivery delays).
- A challenge is an existing obstacle that must be resolved to improve performance (e.g. weak planning, staff shortages, limited competition).
- Challenges consistently drive risks upward: weak planning leads to repeated emergency purchases and price spikes; few qualified suppliers lead to monopoly pricing and lower quality.

The session also mapped challenges and risks across eight categories: laws, planning, human resources, suppliers, processes, information, finance, and governance, showing how a specific weakness in each area (e.g. ambiguous legal definitions, understaffing) produces a specific downstream risk (misuse of direct contracting, corruption, budget overrun).

Part Three: International Experiences

Part Three of the Knowledge Lab Session 5 focused on global case studies to identify best practices worldwide.

- › Cases reviewed included New York City's mpox response, Ukraine's wartime housing measures, Gaza's 2023 emergency task force, Lebanon's own conflict-driven procurement adjustments, World Bank-supported COVID-19 vaccine procurement, and Mozambique's Cyclone Idai relief effort.
- › Lebanon specifics: Article 46(2) of Law 244/2021 permits direct contracting in emergencies; since the 2024 conflict, the Council of Ministers raised the invoice-purchase ceiling and the Public Procurement Authority reissued guidance, both easing procurement but reducing competitive safeguards.
- › Every case carried a shared lesson: speed gained through emergency procedures came with a measurable rise in fraud, price inflation, or reduced oversight unless deliberately controlled.

Learning & knowledge generation methodology

The Knowledge Lab adopted an interactive and practice-oriented methodology that encouraged participants to learn from real experiences and from one another. Participants worked in groups to analyze realistic emergency procurement cases, discussed the decisions that should be taken, and proposed practical solutions. Guided discussions and a Fishbone (cause-and-effect) analysis helped identify the root causes of challenges and risks, while encouraging participants to share their practical experience and tacit knowledge. The group's findings were then compared with international experiences to identify good practices and lessons learned.

The session concluded by developing practical recommendations and key messages that can be documented and reused to support future emergency procurement practices at the national level.

Evaluation Results

The evaluation shows that the Knowledge Lab was **highly relevant, well facilitated, and strongly engaging**, with participants demonstrating a strong willingness to remain involved in the emerging community of practice. Its greatest strength lies in creating a collaborative environment for exchanging professional experience. The main opportunity for improvement is to strengthen the transition from discussion to actionable knowledge by extracting tacit expertise more systematically, building consensus around key messages, and producing concrete outputs rapidly applied. These

enhancements would increase the Lab's impact on harmonizing procurement practices and supporting the implementation of public procurement reforms.

Knowledge Lab Session Evaluation

By the end of the session, an evaluation exercise took place using a new evaluation form developed by the Institute Learning Team, where participants were asked to express their opinions and provide their feedback at various levels. The results are shown below:

1. Please indicate your level of agreement with the following statements.

Scope	Question	Strongly agree	Agree	Neutral	Don't agree	Don't agree at all
Relevance and importance	The session addressed a topic that is relevant to the implementation of public procurement reforms and actual needs.	75%	25%			
	The session addressed a topic that is relevant to my work.	50%	50%			
Building a Shared Understanding and Common Standards	The session improved my understanding of the topic.	37.5%	62.5%			
	The session contributed to building a shared understanding of the standards and principles that should be applied.	50%	50%			
	The session provided practical information to support professionals in making better-informed procurement decisions.	25%	75%			
	The session helped reduce differences in participants' interpretation of procedures and concepts.	37.5%	50%	12.5%		
	The discussions highlighted gaps between established procedures and actual practice, and helped clarify and address them.	37.5%	50%	12.5%		
Collaborative Knowledge Generation	The session contributed to developing new knowledge that can be further built upon.	37.5%	62.5%			
	The discussions generated practical, usable solutions.	25%	62.5%	12.5%		
	I benefited from the experiences of other participants and the solutions they have applied in real-life situations.	50%	50%			

	The discussions brought forward unvoiced knowledge and practices that are difficult to find in official texts or guidance documents.	37.5%	50%	12.5%		
Practical Application and Professional Confidence	I felt that my practical experience was valued and contributed to enriching the session.	37.5%	50%	12.5%		
	The session increased my confidence in applying public procurement rules and principles.	12.5%	87.5%			
	The session helped me better understand practical challenges and identify workable solutions.	37.5%	50%	12.5%		
Session Design & Management	The session was effectively facilitated and well managed.	62.5%	37.5%			
	The session provided sufficient opportunities for collaboration and knowledge exchange among participants.	87.5%	12.5%			
	The group activities encouraged participation and interaction.	62.5%	12.5%	25%		
	The questions raised stimulated critical thinking and discussion.	75%	25%			
	The duration of the session was appropriate.	37.5%	50%	12.5%		
Overall Value of the Knowledge Lab	I am generally satisfied with the session.	50%	50%			
	I gained a valuable new idea or practice.	50%	50%			
	I left the session with ideas or tools that I can apply in the future.	25%	75%			
	I expect to share what I learned from this session.	25%	62.5%	12.5%		

2. To what extent did you personally contribute during the session by sharing your professional experience or practical examples?

- To a very great extent (**25%**)
- To a great extent (**62.5%**)
- To a moderate extent (**12.5%**)
- To a limited extent
- I did not participate

3. To what extent did this session motivate you to continue participating in the community of experts and trainers, and to contribute to the exchange and dissemination of the knowledge and practices being developed?

- To a very great extent (**87.5%**)
- To a great extent (**12.5%**)
- To a moderate extent
- To a limited extent
- It did not motivate me at all

4. What was the most important topic or idea shared during the session that you believe should be documented or developed into a "Knowledge Lab"?

- Advanced Planning and Emergency Preparedness
- The Integrated Legislative Framework for the Concept of Emergencies
- Framework Agreements and E-Procurement in Emergency Situations
- The Availability of Budget Allocations / Funds
- Emergency and Crisis Management and the Specific Definition of a State of Emergency

5. What was the most valuable experience shared during the session that you believe should be replicated or disseminated more broadly?

- The Ukrainian experience with the state of war
- Conclusions / Key takeaways
- Knowing what was purchased during previous crises and the rules adopted
- Participants discussed several experiences from oversight bodies or purchasing entities
- COVID-19

6. Did the session reveal a need for any of the following?

- Practical Guide (**20%**)
- Explanatory Note (**9%**)
- Specialized Training (**20%**)
- Policy Recommendation (**20%**)
- Practical Tool or Template (**9%**)

7. Would you like to contribute to the development of knowledge content and tools related to the session topic?

- Yes (**100%**)
- No

8. What topic or challenge would you suggest for future Knowledge Lab sessions?

- E-Procurement & Centralization
- Framework Agreements
- Legislative & Budgetary Evolution
- The Role of Oversight

Overall, the results indicated a high level of engagement among experts, improved conceptual understanding, and strong potential for knowledge transfer within institutional contexts.

Outcomes

Recommendations to better deal with emergency procurement

1. Before a Crisis:

- Establish framework agreements with suppliers in advance.
- Invest in e-procurement systems to speed up supplier selection.
- Set up a hotline for rapid approvals.
- Create a dedicated central institution for emergency procurement.

2. During a Crisis:

- Publish procurement actions as the time they occur (rather than after the fact), whenever it's possible.
- Rely on framework agreements and less competitive procedures to move quickly. Direct agreements are also used when other procedures are not adapted to the emergency.
- Waive standard deadlines where justified.

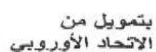
3. After a Crisis:

- Publish full records of emergency procurement actions.
- Conduct a mandatory, in-depth audit of contracts that fell outside competitive processes.
- Carry out a formal evaluation and lessons-learned review to feed back into future preparedness.

Appendices

Appendix 1: List of Participants

ID	Name	Institution	Position
1	Suzanne Abou Chakra	Institute of Finance	Training Specialist
2	Antoine Bakhos	Electricite du Liban (EDL)	Head of Training Department
3	Manal Bilal	Ministry of Finance	Contracts Supervisor
4	Bassem Chaaban	Lebanese Army	Colonel
5	Jean Ellieh	Public Procurement Authority	Head of the PPA
6	Ziad El Cheikh	Ministry of Finance	Expenditures Controller – Public Procurement expert
7	Elias El Namroud	Green Plan	Agriculture Engineer
8	Marwan Gebran	Ministry of Telecommunications	Electrical Engineer
9	Wassim Monzer	Lebanese General Security	Colonel
10	Haifa Mansour	Ministry of Finance	Head of the Expenditure Control Department
11	Daad Najjar	Akl Sheikhdome of the Druze Unitarian Community	Head of Finance Department
12	Fida Labaky	Electricite du Liban (EDL)	Engineer - Trainer
13	Andy Rahme	Institute of Finance	Research Assistant
14	Rana Rizkallah	Institute of Finance	Public Procurement Expert
15	Mohammad Seifeddine	Ministry of Finance	Expenditure Controller
16	Rayan Wehbe	Internal Security Forces	Captain



2 تموز 2026

الاسم	الوظيفة	المؤسسة	البريد الالكتروني	الهاتف	لا اعتراض على اخذ الصور	امضاء الحضور
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03 989604	✓	
م. خالد	م. خالد	م. خالد	m.khalid@... h.khalid@...	03/450494	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03/483436	✓	
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م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03/251831	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03/305955	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03714520	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03/263621	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03779814	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03/623658	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	03575620	✓	
م. خالد	م. خالد	م. خالد	h.khalid@... h.khalid@...	71550777	✓	

Appendix 2: Knowledge Lab Agenda

Title: Emergency Procurement

Location: Institut des Finances Basil Fuleihan

Date: July 2, 2026

8:30	Reception of participants Reminder of the Objectives of the Knowledge Lab and the Work Program of the Session
8:30–10:30	First Session: • Participants’ interventions and discussions on the concept of emergency procurement and their respective experiences. • Group work on emergency scenarios and how they can be addressed by procuring entities. • Presentation and review of the group work results. • Identification and differentiation of the types and levels of emergencies and crises.
10:30-10:45	Break
10:45-12:00	Second Session: • Emergency Procurement legal framework • The challenges and risks associated with emergency procurement.
12:00-12:30	Break
12:30-14:30	Third Session: • Global best practices and case studies • Discussion • Recommendations for improving emergency procurement.