



# MAPS

Methodology for Assessing  
Procurement Systems



## WHY ASSESS YOUR PUBLIC PROCUREMENT SYSTEM?

**Public Procurement represents a large part of public spending.  
An efficient system ensures public money is well spent.**

- Governments around the world spend approximately USD 9.5 trillion in public contracts every year.
  - This represents around 7%-20% of a country's GDP
-

MAPS is an international standard and the universal tool to evaluate any public procurement system anywhere in the world.



### UNIVERSAL

- For all public procurement systems
  - At any level of government
- For any country, regardless of the level of development



### A REFORM TOOL

- To improve the effectiveness and efficiency of public procurement
- To ensure integrity and transparency in the use of public funds
- To encourage dialogue between stakeholders



### A RECOGNISED ASSESSMENT

- Using objective and comprehensive indicators
  - Engaging various stakeholders' institutions
- Guaranteeing the highest quality through a quality assurance mechanism

## Public procurement goes beyond purchasing items. Used strategically, it can have an impact on sustainability, innovation and other policies.

By using their purchasing power to choose goods, services and works with a reduced environmental impact and better social outcomes, governments can make an important contribution towards sustainability goals. This is particularly relevant in sectors such as infrastructure, health and education.

Public procurement also offers an enormous potential market for innovative products and services. Used strategically, it can help governments boost innovation at both the national and local level and ultimately improve productivity and inclusiveness.

The strengthening of public procurement systems is thus central for achieving concrete and sustainable results and to build effective institutions.

### MAPS is the tool to strengthen public procurement systems, it:

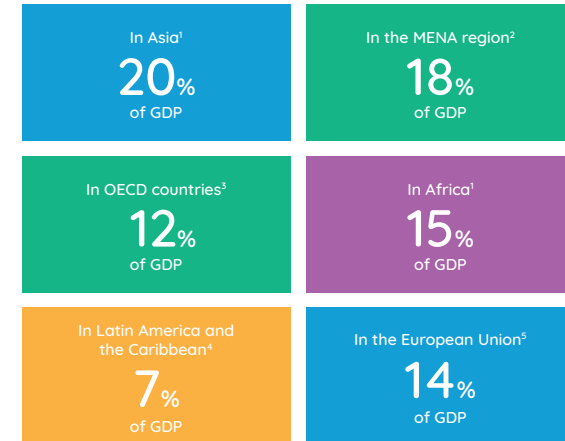
- Improves the effectiveness and efficiency of public procurement
- Ensures integrity and transparency in the use of public funds

### By:

- Identifying strengths and weaknesses of the public procurement system
- Providing an analytical basis for concrete, targeted reforms
- Ensuring effective implementation of the reforms by identifying priorities and developing action plans

## Public procurement matters

Public procurement accounts for...



## Public procurement impacts many areas of public service delivery:

Share of procurement spending<sup>1</sup>



Sources:

1. <https://piie.com/blogs/realtime-economic-issues-watch/how-large-public-procurement-developing-countries>
2. OECD (2016), Stocktaking report on MENA Public Procurement Systems
3. OECD (2017), Government at a Glance 2017
4. OECD (2017), Government at A Glance: Latin America and the Caribbean 2017, pp 144.
5. Public Procurement, European Commission website : [https://ec.europa.eu/growth/single-market/public-procurement\\_de](https://ec.europa.eu/growth/single-market/public-procurement_de)

1. Data from: OECD (2017), Government at a Glance 2017, OECD Publishing, Paris, [http://dx.doi.org/10.1787/gov\\_glance-2017-en](http://dx.doi.org/10.1787/gov_glance-2017-en)

## WHAT IS THE CONTEXT OF THE MAPS?

The new version of MAPS is timely in the wake of the launch of the Sustainable Development Goals (SDGs).

Like the SDGs, MAPS is relevant for all countries, irrespective of income level or development status.

### MAPS is related to:



SDG Target 12.7  
“Promote public **procurement practices that are sustainable**, in accordance with national policies and priorities”



SDG Target 16.6  
“Develop **effective, accountable and transparent institutions** at all levels”

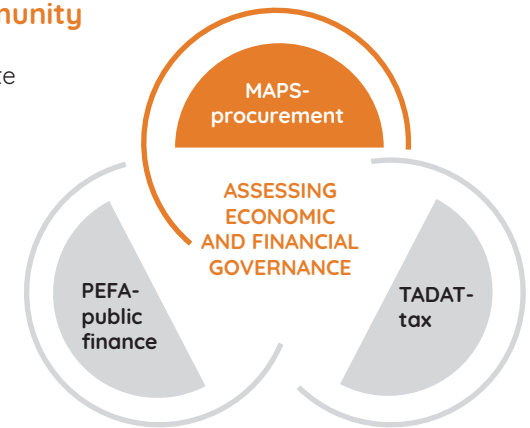
In addition, the MAPS is anchored in the 2015 Organisation for Economic Co-operation and Development (OECD) Recommendation of the Council on Public Procurement and is reflective of leading international procurement frameworks such as:

- the United Nations Commission on International Trade Law (UNCITRAL)
- Model Law on Public Procurement (2011)
- the European Union (EU) Directives on Public Procurement (2014),
- the procurement frameworks used by multilateral development banks, countries and implementing institutions.

## MAPS is part of a community

Governments need to evaluate their economic and financial systems to:

- Maintain accountability
- Report to their constituents
- Identify opportunities for reform
- Monitor progress



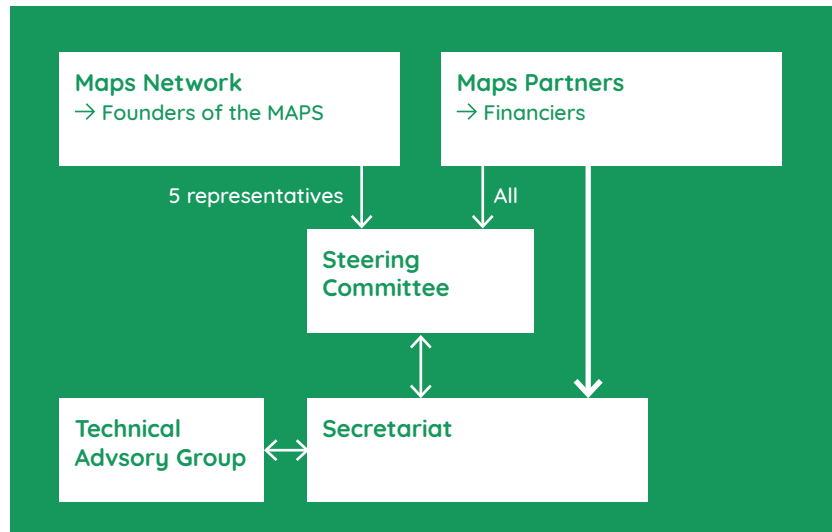
## MAPS assesses the following aspects of the system:

-  **Value for money:** the basic goal that every procurement system should be providing the required goods, works and services in an economic, efficient, effective and sustainable way.
-  **Transparency:** the basic and commonly agreed-upon principle of disclosure to make policies, legal and institutional frameworks and information related to decisions available to the public in a comprehensible, accessible and timely manner.
-  **Fairness:** the ambition that the public procurement process should be free from bias, ensure equal treatment and take decisions accordingly, thus ensuring integrity.
-  **Good governance:** recognising the importance of the wider governance context on the way public procurement is conducted and how reforms to procurement are implemented. This aspect includes reflection of horizontal procurement goals, policy considerations and integrity principles

MAPS provides a holistic assessment framework, establishing the criteria of an effective and efficient procurement system that all countries should strive to achieve.

## HOW IS THE MAPS INITIATIVE STRUCTURED?

### MAPS's governance structure



At the heart of the MAPS initiative is the **MAPS Stakeholder Group** (also known as “MAPS Founders”). This is a group of countries, parties and institutions that have a particular interest in the MAPS – either because they have used the methodology or have been assessed with it.<sup>2</sup>

#### Members of the MAPS stakeholder group (in alphabetical order):

Afghanistan • African Development Bank (AfDB) • Agency for International Development (USAID) • Asian Development Bank (ADB) • Australia's Department of Foreign Affairs and Trade • Caribbean Development Bank (CDB) • Chile, Colombia • Council of Europe Development Bank (CEB) • European Bank for Reconstruction

and Development (EBRD) • European Commission, European Investment Bank (EIB) • Expertise France • Georgia • GIZ - commissioned by the German Federal Ministry for Economic Cooperation and Development • Global Affairs Canada • Independent public procurement experts • Inter-American Development Bank (IADB) • Islamic Development Bank (IsDB) • Organisation for Economic Cooperation and Development (OECD) • Philippines, Senegal • SIGMA (Support for Improvement in Governance and Management) • Switzerland's State Secretariat for Economic Affairs (SECO) • United States • World Bank • Zambia

**The Steering Committee** supervises the secretariat; members are the financiers of the Secretariat (“MAPS Partners”) and several representatives of the MAPS Stakeholder Group.

**Stakeholder Group** (or MAPS Founders): provides input on substance.

**The Technical Advisory Group** reviews the MAPS assessments from a technical perspective to ensure even quality of individual assessments. TAG are formed from the MAPS Network for each assessment specifically.

The **MAPS Secretariat** coordinates assessments and ensures that all assessments are of high quality.

### The MAPS Secretariat

The MAPS Secretariat offers support to all users, including:

- advice to country teams for planning and management of a MAPS assessment
- quality review of Concept Notes and Terms of References for MAPS assessments;
- advice to MAPS assessment teams on the MAPS methodology;
- quality review of MAPS assessment reports (in collaboration with the MAPS Technical Advisory Group), to provide certification of assessments that meet the quality standards specified.

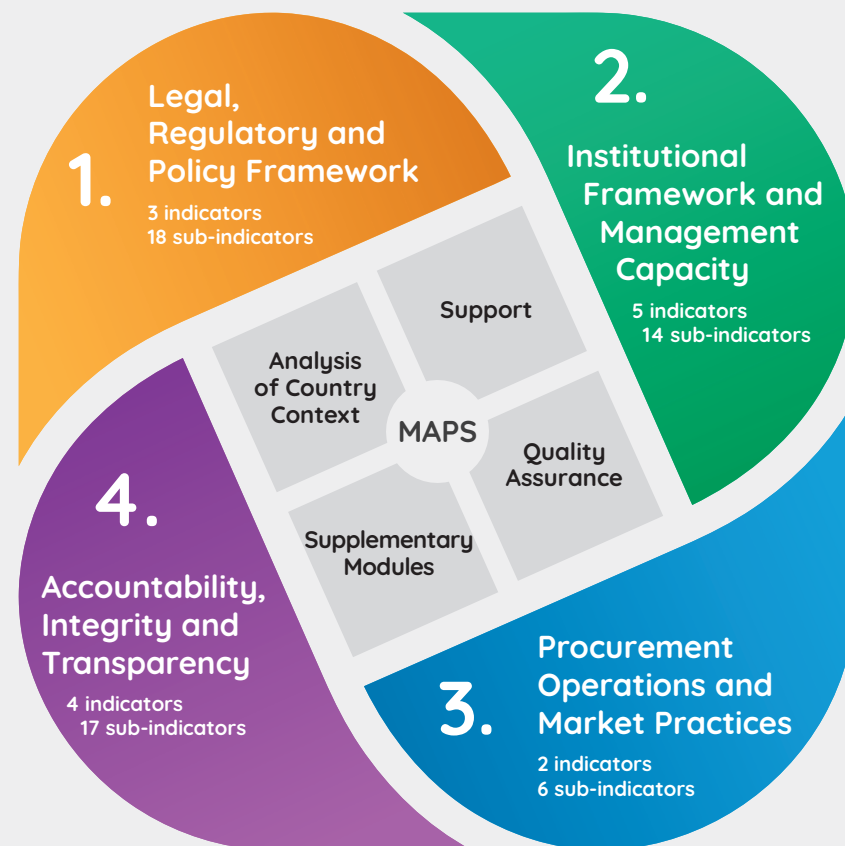
2. ????

## WHAT ARE THE ELEMENTS OF THE METHODOLOGY?

The MAPS consists of:

- A COUNTRY CONTEXT ANALYSIS TO FRAME THE ASSESSMENT
- 4 PILLARS WITH 14 INDICATORS AND 55 SUB-INDICATORS TO ASSESS THE PROCUREMENT SYSTEM AS A WHOLE
- GUIDANCE AND TEMPLATES TO SUPPORT THE ASSESSMENT
- SUPPLEMENTARY MODULES TO FOCUS AND DEEPEN THE ANALYSIS ON A SPECIFIC ASPECT:
  - sustainable procurement
  - professionalisation
  - e-procurement
  - sector level assessment
  - entity level assessment
  - public-private partnerships
- A QUALITY ASSURANCE MECHANISM ENSURED THROUGH THE MAPS SECIIRETARIAT

## WHAT DOES THE MAPS INDICATOR FRAMEWORK CONTAIN?



## PILLAR 1 – Legal, Regulatory and Policy Framework

<b>1</b>	<b>The public procurement legal framework achieves the agreed principles and complies with applicable obligations.</b>
	1(a) Scope of application and coverage of the legal and regulatory framework 1(b) Procurement methods 1(c) Advertising rules and time limits 1(d) Rules on participation 1(e) Procurement documentation and specifications 1(f) Evaluation and award criteria 1(g) Submission, receipt and opening of tenders 1(h) Right to challenge and appeal 1(i) Contract management 1(j) Electronic Procurement (e-Procurement) 1(k) Norms for safekeeping of records, documents and electronic data. 1(l) Public procurement principles in specialised legislation
<b>2</b>	<b>Implementing regulations and tools support the legal framework.</b>
	2(a) Implementing regulations to define processes and procedures 2(b) Model procurement documents for goods, works and services 2(c) Standard contract conditions 2(d) User's guide or manual for procuring entities
<b>3</b>	<b>The legal and policy frameworks support the sustainable development of the country and the implementation of international obligations.</b>
	3(a) Sustainable Public Procurement (SPP) 3(b) Obligations deriving from international agreements

## PILLAR 2 – Institutional Framework and Management Capacity

<b>4</b>	<b>The public procurement system is mainstreamed and well integrated with the public financial management system.</b>
	4(a) Procurement planning and the budget cycle 4(b) Financial procedures and the procurement cycle
<b>5</b>	<b>The country has an institution in charge of the normative/regulatory function.</b>
	5(a) Status and legal basis of the normative/regulatory institution function 5(b) Responsibilities of the normative/regulatory function 5(c) Organisation, funding, staffing, and level of independence and authority 5(d) Avoiding conflict of interest
<b>6</b>	<b>Procuring entities and their mandates are clearly defined.</b>
	6(a) Definition, responsibilities and formal powers of procuring entities 6(b) Centralised procurement body
<b>7</b>	<b>Public procurement is embedded in an effective information system.</b>
	7(a) Publication of public procurement information supported by information technology 7(b) Use of e-Procurement 7(c) Strategies to manage procurement data
<b>8</b>	<b>The public procurement system has a strong capacity to develop and improve.</b>
	8(a) Training, advice and assistance 8(b) Recognition of procurement as a profession 8(c) Monitoring performance to improve the system

## PILLAR 3 – Procurement Operations and Market Practices

<b>9</b>	<b>Public procurement practices achieve stated objectives.</b>
	9(a) Planning 9(b) Selection and contracting 9(c) Contract management in practice
<b>10</b>	<b>The public procurement market is fully functional.</b>
	10(a) Dialogue and partnerships between public and private sector 10(b) Private sector's organisation and access to the public procurement market 10(c) Key sectors and sector strategies

## PILLAR 4 – ACCOUNTABILITY, INTEGRITY AND TRANSPARENCY OF THE PUBLIC PROCUREMENT SYSTEM

<b>11</b>	<b>Transparency and civil society engagement strengthen integrity in public procurement.</b>
	11(a) Enabling environment for public consultation and monitoring 11(b) Adequate and timely access to information by the public 11(c) Direct engagement of civil society
<b>12</b>	<b>The country has effective control and audit systems.</b>
	12(a) Legal framework, organisation and procedures of the control system 12(b) Co-ordination of controls and audits of public procurement 12(c) Enforcement and follow-up on findings and recommendations 12(d) Qualification and training to conduct procurement audits
<b>13</b>	<b>Procurement appeals mechanisms are effective and efficient.</b>
	13(a) Process for challenges and appeals 13(b) Independence and capacity of the appeals body 13(c) Decisions of the appeals body
<b>14</b>	<b>The country has ethics and anti-corruption measures in place.</b>
	14(a) Legal definition of prohibited practices, conflicts of interest, and associated responsibilities, accountability and penalties 14(b) Provisions on prohibited practices in procurement documents 14(c) Effective sanctions and enforcement systems 14(d) Anti-corruption framework and integrity training 14(e) Stakeholder support to strengthen integrity in procurement 14(f) Secure mechanisms for reporting prohibited practices or unethical behaviour 14(g) Codes of conduct/codes of ethics and financial disclosure rules

## HOW TO DO A MAPS ASSESSMENT?

### Who can do a MAPS assessment?

- The MAPS methodology is open and can be used by anyone.
- MAPS assessments can be done by all countries – both as a self-assessment or with the help of external partners.
- If countries would like to receive a certification, assessments have to follow a set of rules and a quality standard, verified by the MAPS Secretariat.

1. Check **quantitative** assessment criteria

2. Check **qualitative** assessment criteria

3. Identify **gaps** against description in the MAPS  
Step 3 has the following sub-steps:

- 1) Finding “substantive or material gaps”
- Less than substantial achievement of the criteria
  - Essential elements of the indicator are missing
  - Provision in the legal/regulatory framework is not working as intended

- 2) Raising a red flag?  
*“factors likely to prevent appropriate action to improve the public procurement system”*
- Anything that could **significantly impede the main goals** of public procurement
  - **Cannot be mitigated** directly or indirectly
  - Might be **outside of public procurement**: disagreement about results, conflict with non-procurement laws or international agreements, external factors preventing improvement

## Assessment Step by Step

1

### Plan and prepare assessment

Concept note  
Organisational and logistical arrangements

2

### Analyse country context

3

### Assess system and develop recommendations

4

### Validate findings

5

### Prepare assessment report

6

### Quality assurance

7

### Publication of assessment report





[www.mapsinitiative.org](http://www.mapsinitiative.org)

[contact@mapsinitiative.org](mailto:contact@mapsinitiative.org)

The MAPS initiative is supported by the MAPS Stakeholder Group and the MAPS Secretariat.