

METHODOLOGY FOR ASSESSING PROCUREMENT SYSTEMS (MAPS)

INTRODUCTORY OVERVIEW

Beirut, 2 October, 2019

Objectives of MAPS

Harmonized tool

... to conduct an assessment of PP systems

Determine strengths and weaknesses

Universal tool

... for all countries

Consider country context and political environment

Reform tool

... to develop systems

Determine quality and performance of the system

Strengthen dialogue & cooperation with stakeholders

Initiate improvements and the monitoring of progress

METHODOLOGY FOR ASSESSING PROCUREMENT SYSTEMS (MAPS)

CHAPTERS

1	THE “NEW” MAPS (OVERVIEW)
2	SECTION I – USER’S GUIDE
3	SECTION II – ANALYSIS OF COUNTRY CONTEXT
4	BREAKOUT SESSIONS
5	SECTION III – ASSESSMENT OF PUBLIC PROCUREMENT SYSTEM: PILLAR I
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9	MAPS SUPPLEMENTARY MODULES
10	MAPS GUIDANCE NOTES AND TEMPLATES

Pillar I - Legal, Regulatory and Policy Framework

Assesses the existing legal, regulatory and policy framework for public procurement; identifies the formal rules and procedures and evaluates how they compare to international standards; considers international obligations and national policy objectives to ensure that public procurement lives up to its important strategic role and contributes to sustainability.

Pillar I: Indicators

- 1 The public procurement legal framework achieves the agreed principles and complies with applicable obligations.**
- 2 Implementing regulations and tools support the legal framework.**
- 3 The legal and policy frameworks support the sustainable development of the country and the implementation of international obligations.**

Pillar II- Institutional Framework and Management Capacity

Pillar II: Indicators

- 4 The public procurement system is mainstreamed and well integrated with the public financial management system.**
- 5 The country has an institution in charge of the normative/regulatory function.**
- 6 Procuring entities and their mandates are clearly defined.**
- 7 Public procurement is embedded in an effective information system.**
- 8 The public procurement system has a strong capacity to develop and improve.**

Pillar III - Public Procurement Operations and Market Practices

Pillar III: Indicators

- 9 Public procurement practices achieve stated objectives.**
- 10 The public procurement market is fully functional.**

Pillar IV -Accountability, Integrity and Transparency of the Public Procurement System

Pillar IV: Indicators

- 11 Transparency and civil society engagement strengthen integrity in public procurement.**
- 12 The country has effective control and audit systems.**
- 13 Procurement appeals mechanisms are effective and efficient.**
- 14 The country has ethics and anti-corruption measures in place.**

SECTION I – USER’S GUIDE

Introduction	Objective of the User’s Guide Purpose and use of the methodology
Analytical framework	Building blocks Analysis of country context Indicator system Application of indicators Limits of application
Assessment process	Planning and preparing the assessment Conducting the assessment Validation of findings/Quality assurance
Assessment report	Outline of report
Strategic planning, monitoring	Preparation of reforms
Support	MAPS Secretariat (To be established)

Introduction

Objective of the User's Guide

- Facilitate a consistent approach in the application of MAPS
- Focus on how findings can be most effectively translated into reforms

Purpose and use of the methodology

- Harmonized tool to conduct assessments of PP systems
- Basis for harmonized reforms
- Monitoring of reform initiatives
- Universal tool
- Principle based
- Aspirational standards

Analytical Framework

Building blocks	<ul style="list-style-type: none">• Comprehensive core assessment methodology (Sections I, II, III)• Supplementary modules for specific policy areas (optional, as needed)
Analysis of country context	<ul style="list-style-type: none">• Structured approach for analysis of local environment• Identification of key stakeholders
Indicator system	<ul style="list-style-type: none">• Pillars I, II, III and IV• 14 Indicators• 55 Sub-indicators, expressed in qualitative and/or quantitative terms• To compare PP system against stated principles

Analytical Framework (cont.)

Application of indicators

- Short text describes elements of the indicator
- Table presents assessment criteria
- Each **sub-indicator** is assessed in three steps:
 1. Application of criteria expressed in qualitative terms
 2. Application of a set of quantitative indicators (minimum set of 15)
 3. Analysis and determination of substantive or material gaps (gap analysis)

Limits of indicator application

- Professional judgment
- Scope of performance measurement
- Sample of actual procurement cases
- Alignment with PEFA performance indicators

Sub-indicators: Three Steps to Determine Achievements and Gaps

Analytical steps	Determination	Narrative report
1. Qualitative review of the system applying assessment criteria expressed in qualitative terms	Extent to which the system achieves the described standard	Comparison of actual situation in relation to assessment criteria
2. Quantitative analysis applying a defined set of quantitative indicators (minimum set of 15)	Performance of the system (in practice)	Detailed results of data analysis
3. Analysis and determination of substantive or material gaps	Substantive gaps requiring actions to improve quality and/or performance	Documentation of gap analysis; Substantive gaps to be clearly marked
	Circumstances preventing appropriate actions	Red flags to be assigned

Assessment Process

Planning and preparing the assessment

- Concept Note
- Government commitment and leadership arrangements (e.g. Assessment Steering Committee)
- Qualified team of assessors
- Stakeholder engagement
- Decision on validation/quality assurance mechanism

Conducting the assessment

- Clear objectives and scope
- Timetable: Collection of information and data; Data analysis (three-step approach); Recommendations; Action plan (as applicable)

Validation of findings

- Validation workshop with stakeholders
- MAPS quality assurance mechanism

MAPS SECTION I - USER'S GUIDE

Assessment Timetable (Example)

Activities	Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Preparing the assessment: Concept Note, Logistics*																		
Analysis of Country Context																		
Conducting the Assessment: Data Collection																		
Analysis (Three-step approach)																		
Recommendations																		
Validation																		
Report Writing																		
MAPS Quality assurance*																		
Final report, Publication																		

*Additional time may be needed for the mobilization of the assessment team, quality assurance

Outline of Assessment Report

Executive Summary	Overview of assessment results against the four pillars of MAPS, major risks, consequences for system efficiency
Assessment Report	<ul style="list-style-type: none">• Introduction• Country context• Findings in relation to pillars and indicators; Government initiatives• Outstanding weaknesses• Recommendations• Action Plan (as applicable)• Validation/Quality assurance
Annexes	<ul style="list-style-type: none">• Detailed assessment results and evidence documenting the findings• Areas (sub-indicators) that require further action (substantive gaps)• Excel file available
Templates	Available: Report, MAPS Indicator Matrix (Excel, Word)

Strategic Planning and Monitoring to Prepare Reforms (following the assessment; as applicable)

Strategic planning	Vision, goals, time frames for improving the system, possible options
Strategic plan	<ul style="list-style-type: none">• Realistic, aligned, balanced, sequenced• Roles and responsibilities, processes of change• Allocation of resources• Timelines• Results framework, monitoring and evaluation• Communication
Update of a MAPS assessment	When legislation of substantive elements of the system change or affect the performance of the system.