



**MAPS**

**A universal Methodology tool  
for Assessing Procurement  
Systems**

**What is MAPS ?**



# Why assess public procurement ? (1/2)

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

- World Governments yearly spending in public contracts is approximately **USD 9.5 trillion**
- Around **7%-20% of a country's GDP**
- Good procurement ensures **economy, effectiveness** and greater **efficiency**
- Well managed, transparent public procurement **increases trust** between authorities, citizens and the business community

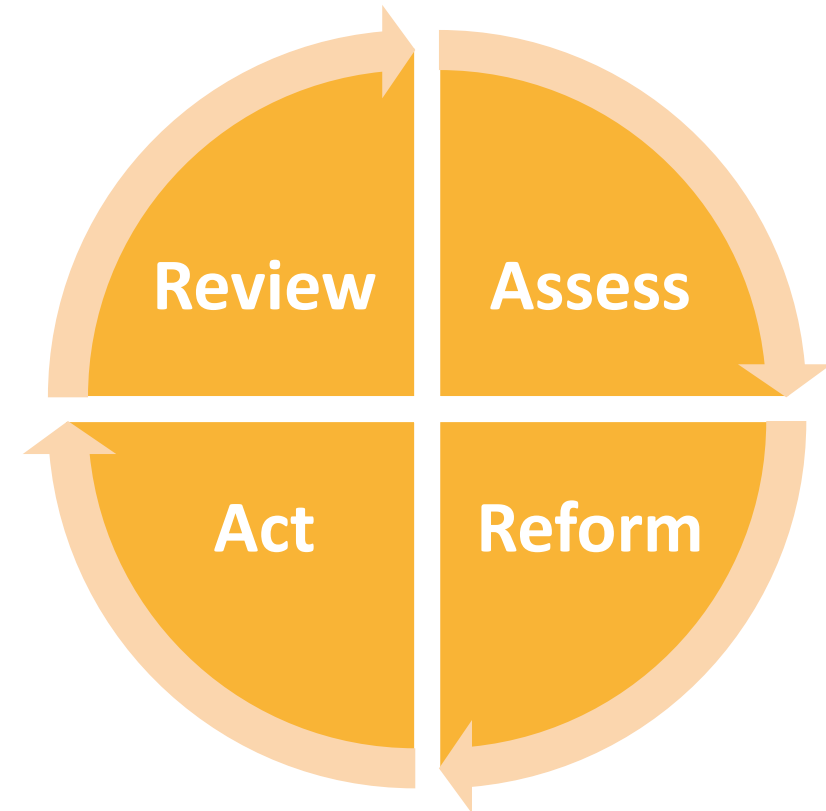




# Why assess public procurement ? (2/2)

## Public Procurement Assessment helps in:

- Precisely determining **weaknesses** and **strengths** of the system, and the **needs** for its improvement
- Creating the necessary, factual basis for informed decisions about the **reforms** to be made
- Creating a benchmark for **monitoring progress** and outcomes of the reforms undertaken





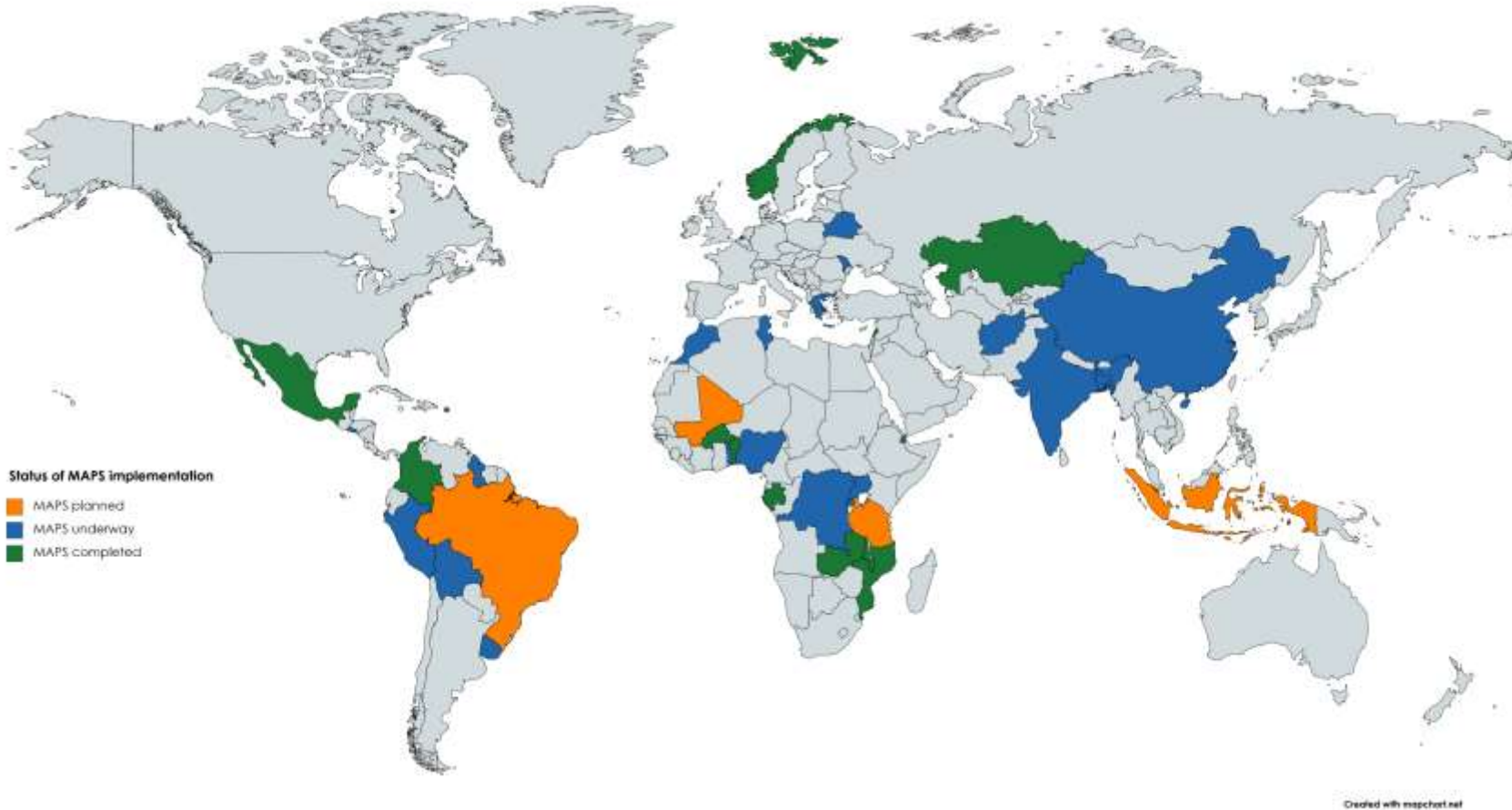
# MAPS is an international initiative

## The MAPS was developed as a joint effort by the international community:

- First developed in 2003, **revised in 2015**.
- Developed by a **global working group** combining experts from :
  - Countries receiving international aid (ex. Afghanistan, Colombia, Senegal, Philippines)
  - Countries providing internal aid (ex. France, Germany, Canada, Switzerland)
  - International financial institutions and organizations (ex. OECD, World Bank, EBRD)
- Combining a **core assessment module** with optional modules to suit all needs :
  - Public Private Partnerships
  - Professionalization of public procurement
  - Sector assessments
  - E-procurement
  - Etc.



# MAPS is a tool with worldwide application



Currently, MAPS has been or is in the process of being deployed in **over 30 countries** :

- At all levels of development
- Full MAPS or modular approach
- State or subnational level



# Tenets and features of MAPS

## 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

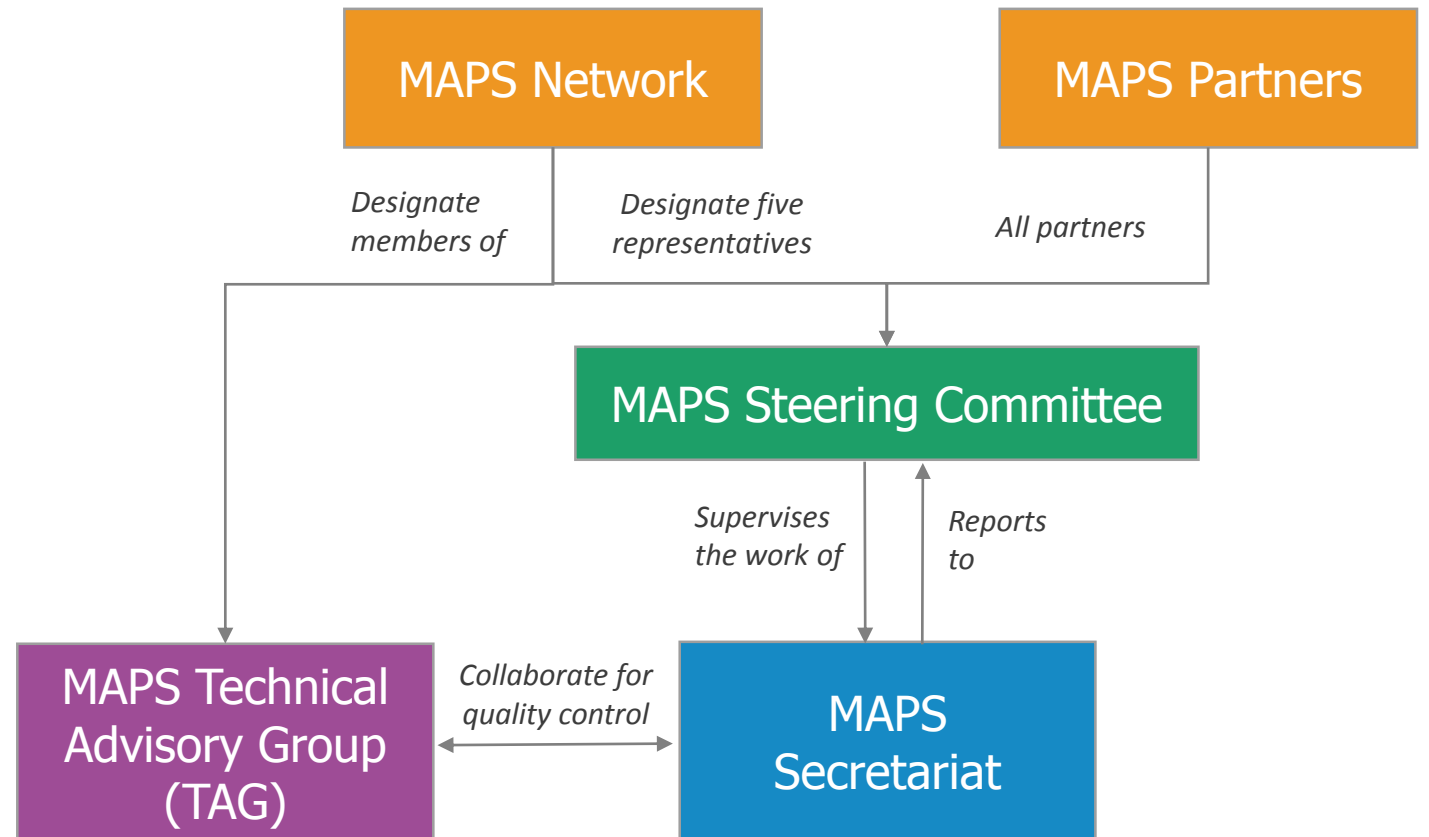
- Using **objective** and **comprehensive** indicators
- **Engaging** various stakeholders' institutions
- Guaranteeing the highest quality through an **independent quality assurance** mechanism (MAPS Secretariat and Technical advisory group)



# MAPS is an independent process

Albeit MAPS are often financed by donors, its conclusions reflect independent findings :

- Evaluators are **independent**
- **Quality control** is run at two level : (i) the MAPS technical advisory group and (ii) the MAPS Secretariat
- Rules are in place to **avoid conflict of interest**





# MAPS assesses the following dimensions



Value for money : Providing required goods, services and works in a **cost efficient manner**



Transparency : Ensure **disclosure** of policies and information related to decisions and opportunities to bid



Fairness : Ensure that the system is **free of bias** and apply equal treatment to all



Sound governance : Strengthen **horizontal aspects** of public procurement and policy formulation/implementation

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



# What does the framework contain ?



## OPTIONAL MODULES

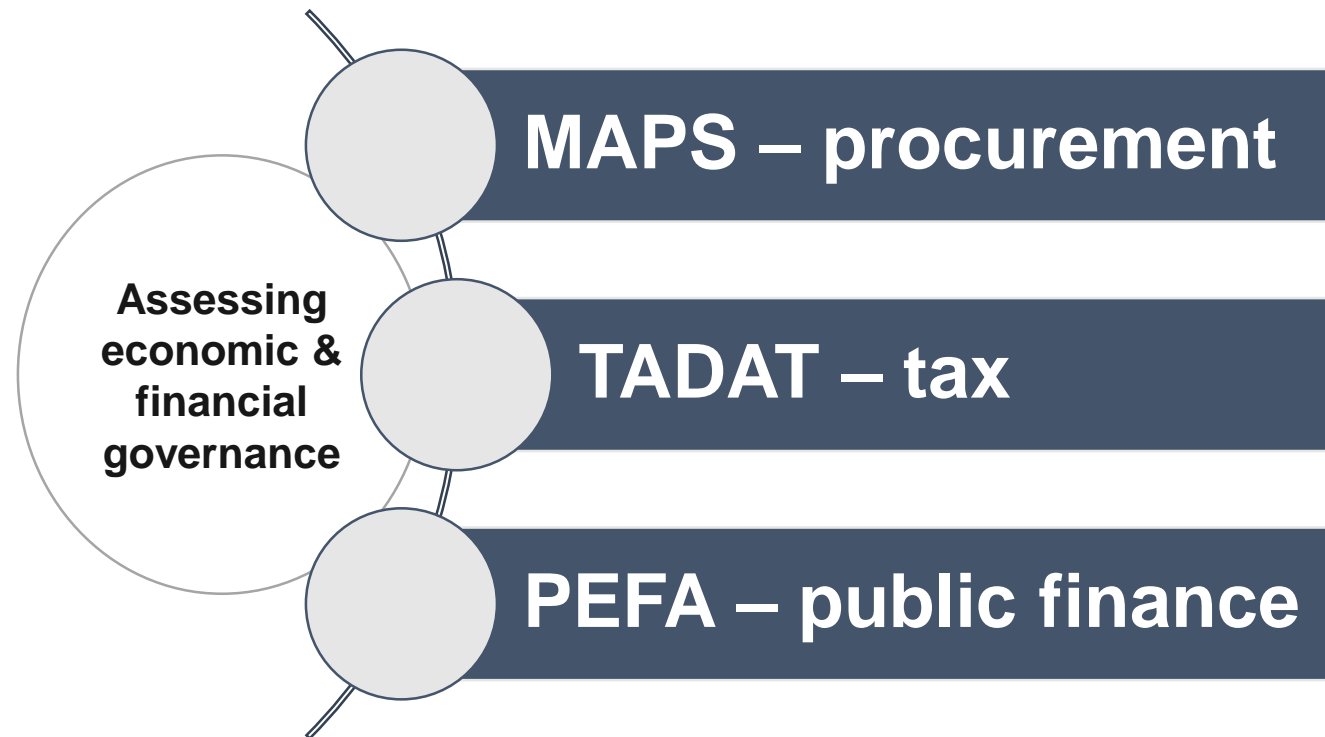
1. Public Private Partnerships
2. Professionalization of public procurement
3. Sector assessments
4. E-procurement
5. Sustainable public procurement
6. Entity-level assessments



# MAPS complement other tools

**Governments evaluate their economic and financial systems to:**

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





# Using MAPS to steer reforms : case study

## Public Procurement in Rwanda (underway)

- Rwanda approached donors to finance and conduct a MAPS in 2019
- Assessment was completed in **May 2020**
- Designed a **detailed reform strategy** based on the conclusions of the diagnostic (see below)
- Rwanda MoF used the reform strategy to **align international aid and technical assistance** - avoiding overlaps, waste and increasing national ownership of the reform process
- A **reform steering committee** bringing together MoF, RPPA, line ministries and donors convene regularly to report on implementation and adjust planning

Key Recommendations	Timeline	Priority	Responsibility
<i>Legislative, Regulatory, and Policy Framework</i>			
1. Amend the PPL (if necessary) and adopt and publish as quickly as possible the new PP Regulations for the implementation of the PPL 2018, aligned with e-procurement.	MT	1	RPPA
2. <b>Review and harmonize the various special procurement regulations of commercial public institutions</b> to ensure consistency with the PPL and between the special regulations of various commercial institutions.	MT	2	RPPA and minister In charge of public investments
3. <b>Review the existing price preference provisions to balance the preference</b> for locally produced goods and participation of MSMEs while ensuring participation of foreign bidders.	MT	2	MINECOFIN/RPPA
4. <b>Reconsider the requirement for review and authorization by the RPPA</b> for use of noncompetitive method if the conditions for the use of such method as provided in the PPL are not met which dilutes the accountability of procurement decisions of the PEs (and the supervising minister) or consider defining more clearly the exceptional circumstances where prior approval by the RPPA is required.	MT	2	MINECOFIN/RPPA

*Rwanda public procurement strategy (extract)*



# LEBANON COMMITMENT TO REFORM

- **June 2018**, 1<sup>st</sup> Forum on “Public Procurement for Resilience and Sustainable Growth
- **November 2018**, WB and AFD proposed conducting MAPSII.
- **December 2018**, at the bequest of AFD, the Global Procurement Partnership agreed to finance the evaluation with the World Bank as technical lead.
- **February 2019**, MOF nominated IOF president to be the **National Focal Point** to lead the effort and nominated the members of the **Assessment Steering Committee**.



# AN INCLUSIVE and QUALITY REVIEW EXERCISE

- **National Assessment Steering Committee:** 15 public administrations and oversight agencies representing key stakeholders and big spenders
- **Assessment team:** lead international consultant and a senior local consultant, national coordination team (IOF), specialists in the WB and AFD Beirut offices
- **National coordination team:** IOF key experts
- **Stakeholder groups:** group composed of more than 70 entities from the public and private sectors as well as civil society mobilized and consulted throughout the assessment
- **Review team:** WB and AFD experts, WB MAPS Global Team, MAPS stakeholders Technical Advisory Group supported by MAPS Secretariat



# Assessment Step by Step

## 0. Request MAPSII

- MOF request MAPSII Oct-18
- WB accepts conducting MAPSII Nov-18
- MOF Nominates the National Focal Point Feb-19
- Kick-off meeting with the focal group and WB/AFD Feb-19
- MOF Nominates the Steering Committee Apr-19

## 1. Plan and prepare assessment

- Concept note Apr to Nov-19
- Organizational and logistical arrangements
  - Steering Committee Information meeting Apr-19
  - Mobilise Consultants May-19
  - Organize and prepare logistic May-19
  - Train National Steering Committee, Stakeholders, CSO Jun to Aug-19
  - Focus group meetings with stakeholders Oct-Nov 19
  - Prepare 1st workshop [self-evaluation] Nov-19
  - 1st stakeholders workshop [self-evaluation] Dec-19

## 2. Analyze country context

Mar-20

## 3. Assess system and develop recommendations

Dec-19; Jan-20

- 2nd stakeholders workshop [verification] Jan-20
- Consolidate findings and initial recommendations Feb- Mar 20

## 4. Validate findings

Apr to Jun 20

## 5. Prepare assessment report

Apr to Jul 20

## 6. Quality assurance

Oct-20

- WB MAPS Global Team review Aug-20
- Comments integration Oct-20
- MAPS stakeholders Technical Advisory Group review Nov-20

## 7. Publication of assessment report

Nov-20



# A KEY COMPONENT ON THE ROAD TO RECOVERY

- **Public procurement reform is a commitment taken by Lebanon at CEDRE.** Its implementation constitutes a pre-requisite for international engagement at a wider scale.
- **Public procurement will likely be a key component of any IMF financial support,** as its accounts for a fifth of Lebanon's public expenditures
- **Public procurement features prominently in the action plan agreed between Lebanese authority and France,** the adoption of a new public procurement law being a key structural benchmark to clear by end 2020.