

# Methodology for Assessing Procurement Systems (MAPS)—A Resource Guide

## A. Synopsis of MAPS—A Procurement Systems Assessment Tool

- MAPS is an assessment tool and not a regulatory framework or a procurement regulation.
- The MAPS core methodology (2018) provides a comprehensive approach for assessing procurement systems, and was developed by the Organisation for Economic Co-operation and Development (OECD) in collaboration with development partners and countries. It defines the structure for conducting a country context analysis; presents a refined indicator system for assessing the quality and performance of the system in terms of outcomes and results; and describes the key elements of the assessment process.
- The MAPS “Assessment of Public Procurement Systems” rests on four pillars:
  - › **Pillar I:** Legal, Regulatory and Policy Framework;
  - › **Pillar II:** Institutional Framework and Management Capacity;
  - › **Pillar III:** Public Procurement Operations and Market Practices; and
  - › **Pillar IV:** Accountability, Integrity and Transparency of the Public Procurement System.
- Pillar I and part of Pillar II relate to codified laws. Other parts of the pillars generally relate to applications and practices. Each pillar has a number of indicators and sub-indicators. The system as a whole uses 14 indicators and 55 sub-indicators (and a total of 210 sub-criteria) to determine gaps. Taken together, they present the criteria for a snapshot comparison of the system against the stated principles.
- Each of the 210 sub-criteria are generally classified as **criteria met**, **criteria partially met** and **criteria not met**, with an indication of gaps and **recommendations for improvement**. Countries can use the assessment results to define the baseline, set national targets, and measure progress over time. The MAPS methodology covers in detail the guidance criteria for assessment of all 210 sub-criteria, and reflects leading international procurement frameworks.

Source: <http://www.mapsinitiative.org/>

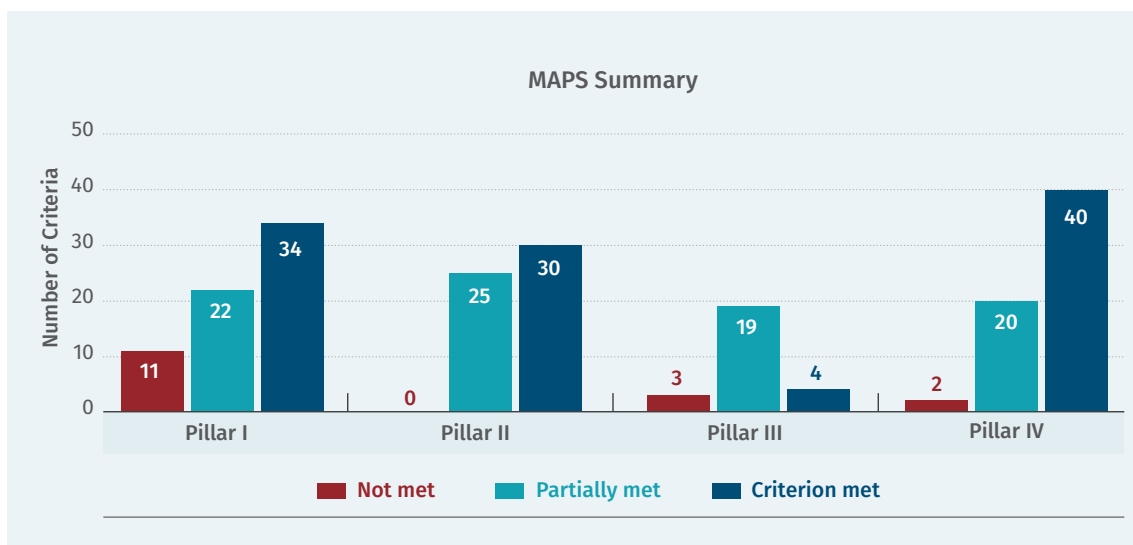
## B. Procurement Assessment as per MAPS and Related Tools

A close parallel to the MAPS initiative is the Public Expenditure and Financial Accountability (PEFA) Framework (2016),<sup>1</sup> which assesses public finance management (PFM) performance across seven pillars—budget reliability; transparency of public finances; management of assets and liabilities; policy-based fiscal strategy and budgeting; predictability and control of budget execution (procurement falls within this pillar); accounting and reporting; and external scrutiny and audit—covering 31 PFM performance indicators that are scored on a scale of A to D. This includes a broad assessment of key aspects of TPI, generally covering significant public spending that is classified as recurrent and capital expenditure that is following public procurement rules and is related to procurement of goods, services, civil works, and major equipment investments implemented at the central-government level. These broad indicators examine key aspects of procurement management. The framework focuses on indicators/dimensions related to procurement monitoring (related to the availability of data and records); procurement methods (emphasizing open and competitive procedures); public access to procurement information (with key information on the legal and regulatory framework for procurement, government procurement plans, bidding opportunities, contract awards, including purpose, contractor and value, data on the resolution of complaints, and annual procurement statistics); and the existence of procurement complaints management.

1 <https://www.pefa.org/>

Based on information available on PEFA’s website, 152 countries have been assessed and 65% of assessments are publicly available. Stakeholders would find the above information useful as it relates to TPI (Performance Indicator PI-24 on Procurement Management). However, PEFA’s procurement assessment of TPI is limited to one high-level indicator. The MAPS methodology tool can be used for a comprehensive country procurement assessment, which is a type of “deep dive.”

In MAPS 2018, there is no benchmarking against a set standard, and there is also no need for scoring, unlike in the previous versions of MAPS and in the PEFA Framework. However, each of the 210 sub-criteria are generally classified as criteria met, criteria partially met, and criteria not met, with an indication of gaps and recommendations for improvements. The results of the assessment enable the country to define a baseline, set national targets, and measure progress over time. A snapshot of a result of an assessment completed in 2020 is depicted below:



### C. Status of MAPS Assessment

Major MAPS assessments have been conducted in dozens of countries around the world using previous versions. Most countries conducted assessments with support from international organizations or multilateral development banks. Other countries conducted self-assessments.

MAPS 2018 pilot assessments were carried out for Senegal, Chile and Norway (2017). Based on MAPS 2018 methodology, the World Bank, in collaboration with the respective governments and development partners, has led a comprehensive assessment of a public procurement system related to TPI as follows:

- MAPS assessments have been completed in seven countries—Malawi, Zambia, Mozambique, Kazakhstan, Gabon, Tunisia and Rwanda.
- Similar comprehensive assessments are being carried out for 16 other countries.

#### **D. Early Lessons From the Completed MAPS**

Based on the results of completed MAPS assessments, all stakeholders can expect to get a better understanding of a country's public procurement environment, in terms of the legal and regulatory framework and all three phases of the procurement process.

However, there are few early lessons from completed MAPS assessments, and there are gaps compared to practices typically reflective of an international framework. These relate to the scope of a country's public procurement law, which may not be applicable to large public investments carried out by state-owned enterprises (SOEs) or which may not be harmonized with the public procurement law on basic principles; instances of excessive use of non-competitive methods of procurement; lack of application of sustainability criteria to ensure value for money; the complaint review body not being fully functional or independent; and lack of market research to guide procurement strategies and methods.

A few other important gaps that were observed from completed MAPS assessments are: lack of an effective information system; lack of a fully functional e-procurement system; lack of a comprehensive tool for data mining/analysis that can generate comprehensive reports with visualization and infographics to guide decision making; and major constraints for participation, including access to financing and delays in payment of invoices. Based on early lessons, there is also a need for modern technology to detect cases of fraud and corruption, and for training all public-procurement participants to improve integrity and transparency in the public-procurement system. These observations are just examples, based on a few completed MAPS assessments; stakeholders should take into account all facts and details based on a comprehensive MAPS assessment to guide their actions and decisions.

#### **E. Future of MAPS as a Resource Tool**

It is intended that there shall be a MAPS Secretariat as guardian of the MAPS methodology. The secretariat is currently being established, per information posted on the MAPS website as of the end of May 2020.

As described above, MAPS is an intensive tool for assessing public procurement systems, to identify gaps and guide strategic planning and monitoring for the purpose of preparing reforms or assisting in a country's public procurement system development. It is expected that in the future, apart from the basic information made available from the survey of 40 economies in this pilot (and from surveys of additional countries in future versions of the TPI report), all stakeholders shall have access to much more detailed analyses and information for countries that conduct MAPS assessments and choose to publish the results. It is difficult to predict a timeline over which results of MAPS assessments would be made available, because it will depend on the initiative of countries and the availability of resources for carrying out comprehensive assessments.