MAPS
The Universal Tool for Assessing Public Procurement Systems
Weight of GDP

Public procurement accounts for...

- In Asia\(^1\): 20% of GDP
- In the MENA region\(^2\): 18% of GDP
- In OECD countries\(^3\): 12% of GDP
- In Africa\(^4\): 15% of GDP
- In Latin America and the Caribbean\(^5\): 6% of GDP
- In the European Union\(^6\): 14% of GDP

**SOURCES:**
d2. OECD, Projects in the Middle East and North Africa: A Regional Perspective, 2012
3. OECD, Projects in the Middle East and North Africa: A Regional Perspective, 2012
Impact

Public procurement impacts many areas of public service delivery:

Share of procurement spending

30% Health

16% Economic affairs

12% Education

10% Defence

10% Social protection

9% General public service

MAPS is...

...the international standard and universal tool to evaluate any public procurement system anywhere in the world.
Scope of MAPS:
Public procurement of any kind

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

UNIVERSAL

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

A REFORM TOOL

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

A RECOGNISED ASSESSMENT
MAPS is part of an assessment system

Governments need to evaluate their economic and financial systems to:

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

Assessing economic & financial governance

MAPS – procurement
TADAT – tax
PEFA – public finance
What does MAPS assess?

**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; decisions are taken 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.
Elements of the Methodology

1. Legal, Regulatory and Policy Framework
   - 3 indicators
   - 18 sub-indicators
   - Supplementary Modules
   - Quality Assurance
   - Guidance

2. Institutional Framework and Management Capacity
   - 5 indicators
   - 14 sub-indicators
   - Analysis of Country Context

3. Procurement Operations and Market Practices
   - 2 indicators
   - 6 sub-indicators

4. Accountability, Integrity and Transparency
   - 4 indicators
   - 17 sub-indicators

MAPS
MAPS Suite and supplementary modules

The MAPS Suite includes:

• MAPS core tool to assess the procurement system as a whole
• Guidance and templates to support the assessment
• A quality assurance mechanism ensured through the MAPS Secretariat
• Supplementary modules to focus and deepen the analysis on a specific aspect
MAPS Process: Main Milestones

1. Planning and Preparing the Assessment
   - Concept Note
   - Organisational and logistical arrangements

2. Analysis of Country Context

3. Conducting the Assessment
   - Assessment of the Public Procurement System
   - Develop Recommendations

4. Validation of Findings

5. Assessment Report
   - (Draft / Review / Final)

6. Quality Assurance

7. Publication of Assessment Report

8. Assessment Follow-Up
   - (Strategic Action Plan, Reform Process)

QA & Formal Certification:
MAPS Secretariat + Technical Advisory Group (TAG)
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.
How to do a MAPS assessment

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) Find “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) Raise 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
Good practices for assessments

- Clearly define objectives
- Ground the assessment in the country’s context and priorities
- Involve relevant stakeholders
- Select a qualified assessment team, free from conflict of interest
- Rely on robust evidence: research, data and information
- Identify strengths and weaknesses
- Develop actionable recommendations
- Follow-up on the assessment results
The MAPS Secretariat offers support to all users, including:

- Advice to country teams to plan and manage a MAPS assessment;
- Quality review of Concept Notes and Terms of References for MAPS assessments;
- Advice to MAPS assessment teams on the MAPS through a helpdesk;
- Quality review of MAPS assessment reports to provide certification of assessments that meet specified quality standards.
ADDITIONAL INFORMATION
Request from the national authorities to conduct a MAPS assessment

- R: Country
- A: Country
- C: N/A
- I: Secretariat / Institutions

An assessment steering committee (ASC) is put in place by the authorities

- R: Country
- A: Country
- C: N/A
- I: Secretariat / Institution

The Assessment’s Technical Advisory Group (ATAG) is established by the Secretariat

- R: Secretariat
- A: Secretariat
- C: ASC / Lead institution / Institutions
- I: N/A

The concept note is drafted, then reviewed by the members of the ATAG

- R: ASC / Lead institution
- A: ASC
- C: ATAG
- I: Secretariat

Terms of reference are drafted

- R: ASC / Lead institution
- A: ASC / Lead institution
- C: N/A
- I: Secretariat / ATAG

The assessment team is assembled/recruited

- R: ASC / Lead institution
- A: ASC / Lead institution
- C: N/A
- I: Secretariat / ATAG

The concept note is reviewed by the Secretariat for compliance certification

- R: Secretariat
- A: Secretariat
- C: N/A
- I: ASC / Lead institution / ATAG

The assessment team conducts the country context analysis

- R: Assessors
- A: Assessors
- C: Stakeholders
- I: ASC / ATAG / Lead inst.

The assessment team writes, presents and circulates the draft report for comments

- R: Assessors
- A: Assessors
- C: ASC / ATAG / Lead inst.
- I: Secretariat

Comments to the assessment team are sent in up to 4 weeks

- R: Stakeholders / ASC / ATAG / Lead inst.
- A: ASC / ATAG / Lead institution
- C: N/A
- I: Secretariat

Assessment team addresses comments, produces final version for non-objection from ATAG

- R: Assessors
- A: Assessors
- C: Stakeholders
- I: ASC / ATAG / Lead inst.

The ATAG reviews the final report and issues its non-objection

- R: ATAG, Lead inst.
- A: ATAG, Lead inst.
- C: ASC
- I: Secretariat

The Secretariat carries out its compliance review and issues the MAPS seal

- R: Secretariat
- A: Secretariat
- C: N/A
- I: ASC / ATAG / Lead institution

The final report is published if accepted in the concept note

- R: ASC / Lead inst. / Institutions
- A: ASC
- C: Stakeholders
- I: Secretariat

Assessment follow-up (beyond the MAPS)

- R: ASC / Lead inst. / Institutions
- A: ASC
- C: Stakeholders
- I: Secretariat

Legend

R = Responsible
A = Accountable
C = Consulted
I = Informed

Templates:

- 3
- 4
- 5
- 6
- 8
- 9
- 10
- 11
- 12
- 13
- 14
- 15
### Suite of MAPS documents and guidance

- **MAPS Core methodology:**
  - User’s Guide,
  - Analysis of Country Context,
  - Indicator Framework
- **Supplementary modules**
- **Guidance, tools and templates**

<table>
<thead>
<tr>
<th>Documentation Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Presentation: What is MAPS?</td>
<td>Description of the process towards a MAPS assessment</td>
</tr>
<tr>
<td>Request Letter</td>
<td></td>
</tr>
<tr>
<td>Indicator Matrix</td>
<td>Checklist: Background documents</td>
</tr>
<tr>
<td>Checklist: Stakeholders</td>
<td></td>
</tr>
<tr>
<td>Template: Concept Note</td>
<td>Template: Terms of Reference</td>
</tr>
<tr>
<td>Template: Assessment Report</td>
<td>Checklist: Quality Review of compliance</td>
</tr>
<tr>
<td>Template: Letter of endorsement</td>
<td></td>
</tr>
</tbody>
</table>
Origin of MAPS

• Methodology for Assessing Procurement Systems (MAPS) was developed as collective effort of development partners and partner countries in 2003/2004

• Adopted in the Paris Declaration on Aid Effectiveness in 2005 as a common tool to assess national procurement systems and provide a basis for capacity development and improvement of the system

• Used in dozens of countries to identify and address risks when channelling aid through country systems
MAPS in a changing procurement landscape

• 15+ years of experience by various MAPS users
• Modern concepts of public procurement
• Adoption of the Sustainable Development Goals (Goals 12 and 16, amongst others)
• International community as a manager of the MAPS – a consensual approach
Features on the revised MAPS

• Demand-driven approach: individual reform needs in focus
• Make assessments universally accepted
• Reducing assessment burden and costs
• Decouple from a country’s development status
• Offer an independent quality control mechanism for certified MAPS assessments
  • Technical Advisory Group and MAPS Secretariat
www.mapsinitiative.org
contact@mapsinitiative.org

MAPS assessments can be conducted for any public procurement system upon request.

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