

Template: Terms of reference

document 8 - 2018



# Assessment of Public Procurement Systems of [Country] using the Methodology for Assessing Procurement Systems (MAPS)

INTRODUCTION [Delete this box when drafting the TOR]

The Methodology for Assessing Procurement Systems (MAPS) has been revised. A number of templates and checklists have been developed to facilitate the application of the methodology.

This template provides contextual information and a modular description of tasks to be performed and outcomes to be achieved when conducting a MAPS assessment. It can be used as guidance by the country or the institution that carries out a MAPS assessment to specify the scope of work to be provided by external experts (consultants).

The MAPS Secretariat, once established, will offer upon request, advice to country teams for the planning and management of MAPS assessments including the quality review of Terms of References for MAPS assessments.

[To be completed, adapted and aligned with the Concept Note, as needed:]

## 1. Context

Public procurement is a crucial component of good governance, poverty reduction, and sustainable development. Governments around the world spend approximately USD 9.5 trillion in public contracts every year. This fact means that on average, public procurement constitutes around 12%-20% of a country’s GDP. Therefore, the strengthening of public procurement systems is central to achieve concrete and sustainable results and to build effective institutions.

The Methodology for Assessing Procurement Systems (MAPS) was initially developed in 2003/2004 to assess and improve public procurement systems by providing a common tool for analysing information on key aspects of a system. It has been widely used to assess the quality and effectiveness of public procurement systems and, based on the strengths and weaknesses identified, to develop strategies and implement reforms. The new version of MAPS[[1]](#footnote-1) is a universal tool that aims to catalyse and accelerate the implementation of modern, efficient, sustainable and more inclusive public procurement systems in all countries. It takes contextual elements into account to ensure that the application of MAPS is based on a good understanding of the context in which public procurement institutions and other stakeholders operate in a particular country.

The MAPS methodology will be applied to assess the quality and performance of the public procurement system in [country].

## 2. Objectives

The objective of this assignment is the assessment of Public Procurement Systems of [country] based on the Methodology for Assessing Procurement Systems (MAPS), Version of September 2017, to:

1. Identify strengths and weaknesses of the existing public procurement systems;
2. Inform the strategic planning process for future reform and system development;
3. Establish a baseline for monitoring progress; and
4. Ensure the objectivity, credibility and quality of the assessment process and the assessment report

## 3. Scope of Work

The specific tasks to meet the objectives of this assessment will revolve around the following key function(s): (Reference to the relevant MAPS sections in brackets)

Conducting the MAPS Assessment

The team of consultants will conduct the assessment in close cooperation with the government. The assessment will focus on the following elements:

1. Conduct the analysis of the Country Context including mapping of stakeholders (Section I, 8-9 and Section II)
2. Conduct the assessment of the Public Procurement Systems (Section I, 13-37 and Section III)

* Develop and regularly update assessment schedule
* Collect data (qualitative and quantitative data)
* Apply the MAPS indicators using the following three-step approach:

|  |  |  |
| --- | --- | --- |
| Steps | Assessment | Ref. |
| Step 1 | Review of the system applying assessment criteria expressed in qualitative terms.  Preparation of a narrative report providing detailed information related to this comparison (actual situation vs. assessment criteria) and on changes underway.[[2]](#footnote-2) | Section I  15-16 |
| Step 2 | Review of the system applying a defined set of quantitative indicators (applying at least the minimum set of quantitative indicators defined).  Preparation of a narrative report detailing the findings of this quantitative analysis | Section I 17-19 |
| Step 3 | Analysis and determination of substantive or material gaps (gap analysis).  Sub-indicators that exhibit a “substantive gap” need to be clearly marked to illustrate the need for developing adequate actions to improve the quality and performance of the system.  In case of identified reasons that are likely to prevent adequate actions to improve the system, “red flags” need to be assigned. Red flags are to highlight any element that significantly impedes the achievement of the main considerations of public procurement and that cannot be mitigated directly or indirectly through the system. | Section I 20-24 |

* The assessment includes the review of a sample of actual procurement transactions (files). Expected number of files to be reviewed: [number]
* [Add in case a survey needs to be conducted:] The assessment includes a survey which will be conducted to substantiate the assessment of the following sub-indicators: [sub-indicators].

1. Facilitate the validation of findings and develop recommendations for a prioritised procurement reform strategy (Section I, 38).
2. Prepare the Assessment Report in [language(s)] (Section I, 40-41)

The Assessment Report will be provided in a draft version and a final version that takes account of suggestions and comments received during the quality assurance process as defined in the Concept Note. The report will consist of an executive summary and a main report that follows the outline provided in Section I, 41[[3]](#footnote-3).

[Add, in case the testing of a MAPS module is part of the assignment:]

Conducting a MAPS Test Assessment for Module [title]

In addition to the work described above the team of consultants will conduct a test assessment of the following MAPS module: [title of the module]. This test application will assist in the vetting and finalisation of supplementary MAPS modules that have been cleared for testing. The test assessment will be carried out as described in paragraph 3a)-d) above.

[In case the test assessment is not embedded in the comprehensive MAPS assessment, the entire text contained under “Conducting the MAPS assessment” needs to be pasted/adapted here].

An additional report will be prepared based on a questionnaire[[4]](#footnote-4) to identify the strength of the module, detect flaws in the methodology, and share lessons learned during the test assessment. The test report should be submitted in English or in English translation for further consideration in the ongoing revision process.

## 4. Team Composition and Management Arrangements

The assessment will be carried out by the Assessment Team that will be composed of the following members:

A. The government will assign the following expert(s):

- [Government institution(s), Function(s), Name(s): Roles]

The government will provide timely access to necessary information and data and will facilitate meetings with public and private stakeholders (e.g. private sector organizations, civil society). The government will also facilitate the review of the sample of procurement cases by making the files available for review, preferably in a central location.

B. There will be [number] consultants contracted for the assignment who will work in close cooperation with the experts assigned by the government:

- Lead Consultant [international/national] public procurement specialist: The Lead Consultant is responsible for conducting the assessment in accordance with the MAPS methodology, project management, quality assurance of the data analysis and recommendations, writing the report and presentation of the report, as required. The Lead Consultant will liaise with the government to ensure timely implementation.

- [Number] international and [number] national consultants with specialised knowledge in the following fields: [Fields].

The team members are in charge of supporting the assessment by collecting and analysing data, reviewing selected procurement cases, proposing recommendations and documenting the detailed assessment results in accordance with the methodology.

The Assessment Team will work in close cooperation with the Assessment Steering Committee. The Assessment Steering Committee is composed of the following members:

- [Institution, Function, Names]

[Add, if applicable:]

The Assessment Team will liaise with [external partner] to support a timely and smooth implementation of the assessment. The following person is responsible:

- [External partner, Function, Name]

## 5. Competency Requirements

The following competencies are required:

Qualifications: Expert(s) in public procurement assessments and reform

* All experts/consultants must be experienced public procurement practitioners with ample knowledge of the legal, institutional, and operational aspects of public procurement and of internationally accepted practice in this area.
* The Lead Consultant must have at least 10 years of practical experience in public procurement, in particular experience in assessing public procurement systems and in designing and/or implementing procurement reform programs, in various country contexts. Good knowledge of the country / region in which the assessment will take place will be an advantage.
* The experts must possess an advanced degree in any of the following fields: economics, public administration, engineering, law, procurement, finance, business administration, political science or of any other related field.
* The experts will be informed by the [government entity; or: external partner supporting the assessment; or: Lead Consultant] on the use of the MAPS methodology to enhance shared understanding and consistency in its application.

## 6. Timetable and Deliverables

This assignment will commence on [date].

There will be [number] mission(s) to [country/location].

The assignment will be completed with the submission of the final Assessment Report not later than [date].

The Assessment Report shall be provided in the following language(s): [language(s)].

The table below summarises the outputs to be achieved by the assessment team/team of consultants and it details responsible partners and deadlines.

[Table to be aligned with the Concept Note. Enter deadlines.]

|  |  |  |  |
| --- | --- | --- | --- |
| Output | Responsible | Cooperation with | Deadline |
| Analysis of County Context | Assessment Team/Team of Consultants | Assessment Steering Committee | [Date] |
| Assessment of the Public Procurement System   * Develop and regularly update assessment schedule * Collect data (qualitative and quantitative data) * Apply the MAPS indicators using the three-step approach (refer to MAPS Section I, 13-24) | Assessment Team/Team of Consultants | Assessment  Steering Committee | [Date] |
| Developing Recommendations for Prioritised Reform | Assessment Team/Team of Consultants | Assessment Steering Committee | [Date] |
| Validation of Findings | Government; facilitated by Assessment Team/Team of Consultants | Stakeholders  External partner  Peer Reviewers | [Date] |
| Assessment Report  Draft  Review/Comments  Final report | Assessment Team/Team of Consultants | Assessment Steering Committee  [MAPS Quality assurance: MAPS Secretariat/ Technical Advisory Group] | Draft Report: [Date]  Final Report: [Date] |
| [In case a test assessment is part of the assignment add the specific dates] |  |  |  |

The following table provides an overview of the succession of the different activities. [To be adapted]

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Task / Week | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 |
| 1.     Concept Note, Logistics[[5]](#footnote-5)4 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 2.     Analysis of Country Context |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 3.     Assessment: Data Collection |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 4.     Assessment: Analysis (3-steps) |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 5.     Recommendations |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 6.     Validation |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 7.     Report Writing |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 8.     MAPS Quality Assurance |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 9.     Final Report, Publication |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |

## 7. Number of Days

The team of consultants will be contracted for the following number of days:

[Enter the necessary columns for experts and the relevant number of days in the table below]

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Tasks/Activities | Lead Consultant | Expert … | Expert … | … | … |
| Preparation (off site) |  |  |  |  |  |
| Analysis of Country Context |  |  |  |  |  |
| Assessment of the Public Procurement System |  |  |  |  |  |
| Developing Recommendations |  |  |  |  |  |
| Validation of Findings |  |  |  |  |  |
| Assessment Report (off site) |  |  |  |  |  |
| Test assessment (Module) (if any)[[6]](#footnote-6) |  |  |  |  |  |
| International Travel |  |  |  |  |  |
| Total number of days |  |  |  |  |  |

## 8. Annexes

## Source Documents (attached):

* [Methodology for Assessing Procurement Systems (MAPS)](http://www.mapsinitiative.org/methodology/MAPS-methodology-for-assessing-procurement-systems.pdf)
* For Conducting a MAPS assessment: Template – MAPS Indicator Matrix and Template – MAPS Assessment Report
* For Conducting a MAPS Test Assessment: Template MAPS Test Report: Testing the revised Methodology for Assessing Procurement Systems; and MAPS module description (draft)
* [Additional documents]

[When done, please delete all instructions [in brackets]].

1. Methodology for Assessing Procurement Systems (MAPS), [www.mapsinitiative.org/methodology/MAPS-methodology-for-assessing-procurement-systems.pdf](http://www.mapsinitiative.org/methodology/MAPS-methodology-for-assessing-procurement-systems.pdf) [↑](#footnote-ref-1)
2. Template: MAPS Indicator Matrix to document the detailed assessment results (Steps 1-3) [↑](#footnote-ref-2)
3. Template: MAPS Assessment Report [↑](#footnote-ref-3)
4. MAPS Test Report: Testing the revised Methodology for Assessing Procurement Systems [↑](#footnote-ref-4)
5. 4 Additional time may need to be considered to account for the mobilisation of the assessment team. [↑](#footnote-ref-5)
6. Tasks/activities to be further detailed [↑](#footnote-ref-6)