



MAPS

Methodology for Assessing
Procurement Systems

Concept Note for Assessment of Mauritius Public Procurement System: 2020-2021

DRAFT JULY 2021



I. Context (Brief description of context)

Background

The Government of Mauritius (GoM) represented by the Procurement Policy Office (PPO) under the aegis of Ministry of Finance, Economic Planning and Development has requested (through reference letters dated 14 March 2018 and 12 August, 2019) the African Development Bank (AfDB) to take the lead and conduct an assessment of the public procurement system of Mauritius in collaboration with the Government and in association with the World Bank who shall provide peer-review and technical support during the course of assessment. The assessment will be carried out with the full involvement of all Stakeholders and Development Partners (DPs) following the Methodology for Assessing Procurement Systems (Version 2018). This assessment is timely as part of the public reform agenda replacing traditional government procurement with electronic Government Procurement (e-GP), which is in line with the GoM's Vision 2030¹ to transform the government business landscape towards smart, efficient and technology-driven public procurement.

Mauritius an upper-middle-income and well-diversified economy has consolidated its position as the leading business and financial services hub in the Indian Ocean. It aims to join the league of high-income countries by 2030 by fully exploiting its resources, political stability, and strategic location between Africa and Asia in terms of its Vision 2030. Public Procurement constitutes a significant expenditure of the country's GDP. Based on World Bank data², the GDP of Mauritius in 2019 was USD 14.048 billion (current US \$).

GoM is now focusing on building public sector capacity and addressing efficiency bottlenecks to achieve competition, transparency and value for money including through efficient procurement processes. Having achieved progress in the area of governance, Mauritius seeks to consolidate results and achieve efficiency gains across policy areas. Successive administrations supported by strong institutions have demonstrated strong commitment to reform, positioning Mauritius as a continent leader in a number of other areas including governance, business environment and economic freedom³.

Country Overview

The Republic of Mauritius is an island in the Indian Ocean, about 2,600 kilometres from the East Coast of Africa with a surface area of 2,040 km², Marine Economic Zone of 2.3 million km² and an estimated population of 1.3 million. Famously known as a tourist destination for its white sandy beaches and sunny climate, Mauritius has diversified its economy with financial services, Business Process Outsourcing (BPO) and IT services becoming prominent pillars of the economy. With GNI per capita standing at USD 12,900 in 2019 (Current USD)⁴, Mauritius has ambitions to join circle of developed economies by 2030.

Political Context

Mauritius has had stable governments and a democratic multi-party system since its independence on 12 March 1968. It became a republic on 12 March 1992 with the power of government transmitted through peaceful parliamentary elections. Mauritius has a Westminster model of Government with power residing in the Prime Minister and the ruling party nominating the President. The current political leader is the Prime Minister Pravind Kumar Jugnauth following elections held in November 2019.

¹ [mauritius jan-feb 2017 reprint_compr.pdf \(un-page.org\)](#)

² [Mauritius | Data \(worldbank.org\)](#)

³

[2014-2018 - Mauritius Country Strategy Paper \(afdb.org\)](#)

⁴ [Mauritius | Data \(worldbank.org\)](#)



Economic Overview

The economy has expanded steadily over the past decades driven by services sector (67% of GDP in 2019) (financial services, housing and tourism), industry (textile and apparel) and infrastructure (transport). However, this expansion was brutally stopped in 2020 as a result of the COVID-19 outbreak, which has triggered an unprecedented recession of -15%, annihilated the activity of traditional sectors typically driving the Mauritian economy's growth. This is particularly the case for the tourism and hospitality sector, which generally contributes around 24% to GDP and provides 131,000 jobs (22% of the active population) with significant spill-over ramifications in the whole economy (transport, agriculture, wholesale and retail trade, administrative and support services). The Mauritian economy is expected to strongly recover in 2021 with a projected real GDP growth rate of 7.5% and 6.7% in 2022 in the wake of a recovery of the world economy. However, some macroeconomic imbalances should persist in the short term before the economy returns to its sustainable growth path, especially regarding budgetary management and current account (see table 1)

Table 1: Macroeconomic Indicators and forecasts (2017-2022)

	2017	2018	2019	2020(e)	2021(p)	2022(p)
Real GDP Growth (%)	3.8	3.8	3.0	-15.0	7.5	6.7
Real GDP per capita growth (%)	3.6	3.6	2.8	-15.1	7.3	6.6
CPI inflation (%)	3.7	3.2	0.5	2.6	3.3	3.5
Budget balance (% GDP)*	-3.5	-3.1	-3.2	-7.9	-10.8	-5.0
Current account balance (% GDP)	-6.6	-5.8	-5.5	-12.9	-7.5	-6.8

Source: African Economic Outlook (AEO 2021)⁵

Social Context

Mauritius has continuously experienced considerable improvements in life expectancy and literacy. Life expectancy has increased over the last two decades and Mauritius has shifted from a medium to a high human development country with a Human Development Index (HDI)⁶ that has progressed from 0.678 in 2000 to 0.804 in 2019. Simultaneously, Mauritius has moved from the 79th rank in 2000 to the 66th rank in 2019 in the HDI ranking. Despite these considerable improvements, poverty does exist in Mauritius. Rapid modernization and industrialization have led to income inequality in the population, leading to an increase in number of pockets of poverty. To alleviate poverty in Mauritius, governments have dedicated a substantial portion of budget resources to social protection programs. However, while the government has identified 229 pockets of poverty affecting vulnerable communities, extreme poverty is almost negligible in Mauritius. The proportion of population living below US\$ 1 a day is estimated to be less than 1%. Unemployment among the population has also regularly decreased in the last decade to reach 6.8% in 2019 compared with 8.9% in 2013. However, Government's lockdown decision has entailed a very high cost for the Mauritian economy and for companies, who had to cut down employment. As a consequence, the unemployment rate increased to 12.2% during the second quarter of 2020 before decreasing to 10.9% during the third quarter of 2020. Women face a higher unemployment rate and a much lower labour force participation rate⁷.

⁵ African Economic Outlook 2020: Developing Africa's workforce for the future | African Development Bank - Building today, a better Africa tomorrow (afdb.org)

⁶ <http://hdr.undp.org/en/countries/profiles/MUS>

⁷ However, as at September 2020, the unemployment rate is estimated at 10.9 percent. (based on a labour force comprising individual ages 16-64 not in full time education) (Source Statistics Mauritius) https://statsmauritius.govmu.org/Pages/Statistics/By_Subject/Labour/SB_labour.aspx



Development Challenges

In 2020, the country reached the status of High-Income Country according to the World Bank classification with a GDP per capita greater than USD 12,535⁸. This was made possible because of the transition from a low skills industrial economy to a knowledge-based economy, driven by innovation, productivity growth and a rise of the services-related sector (76% of GDP in 2019)⁹. Apart from being an important tourism destination with more than one million travellers every year, Mauritius has also become an important actor in the financial services industry in Africa and a regional finance hub. However, Mauritius may face several challenges in the post-COVID-19 context¹⁰. Current pillars of its economy, including transport, housing and tourism may slowdown. The financial services sector's activities may also be affected by new anti-money laundering regulations imposed by the European Union (EU). New sources of growth will need to be identified. Other challenges in the near future include skills shortages and lack of connectivity. Mauritius is also highly vulnerable to tropical storms and the risk is amplified by climate change. A multi-hazard risk assessment completed in 2017 suggests that Mauritius experiences on average \$110 million per year in direct losses from tropical cyclones and floods. A large share of the population and productive assets in Mauritius are exposed to multiple risks from cyclones, including heavy floods. The frequency of storms of tropical cyclone strength (winds above 165 km/h) has increased significantly over the past three decades.

In the context of the long-term strategy Vision 2030, whose goal is to anchor Mauritius on a rising income path to a GNI of USD 19,000 by 2030, strengthening physical capital through the rehabilitation of existing public infrastructure and the development of new infrastructure is considered as a strategic thrust by the Mauritian authorities. The objective is to make Mauritius benefit from world-class inland transport, port and airport infrastructure for increased connectivity and mobility and global competitiveness as engines of growth. In the context of the Three-Year Strategic Plan (TYSP) 2018-2021, a new planning tool introduced in 2018 as an annual three-year budget, overall investment costs for transport infrastructure have been established at MUR 76,463 billion¹¹ (37,829 billion for the roads and land transport network, MUR 38,634 billion for Port and Airport Development).

Another development challenge related to infrastructure in Mauritius is the heavy congestion in traffic flow to the capital during peak hours. The main cause for the congestion over the past years has been the increase in the number of vehicles on the road at the rate of about 4.5% every year. At the end of November 2020, some 598,390 vehicles were registered at the National Transport Authority.¹² However, Government is implementing various projects, including a Metro Express project with a view to ease the congestion problem.

One more major challenge is the rising income-level, which has eroded the competitiveness of some export-oriented manufacturing industries vis-à-vis lower-income countries with cheaper labour. This, together with an ageing population, is threatening future growth.

Public Procurement is an integral part of the Government development agenda

⁸ New World Bank country classifications by income level: 2020-2021

⁹ Source: *Economic Development Board*, 2020

¹⁰ Source: World Bank, 2020

¹¹ Approximately, USD 2 billion and 13,7% of GDP (2020).

¹² Source National Land Transport Authority – Road Transport Division

<https://nlta.govmu.org/Documents/Statistics/2020/NOV2020/Vehicles%20Registered%202009-2020%20%28%20Nov%202020%29.pdf>



Public procurement is authorized and regulated through the Public Procurement Act 2006 and Public Procurement Regulation of 2008. The PPA is based on the United Nations Commission on International Trade Law on Public Procurement (1994) with regular updates carried out including those based on the UNCITRAL Model Law on Public Procurement (2011).

Based on Annual Report 2019/2020 of the Procurement Policy Office (PPO) the mission statement of PPO is: *“Promote the development of a modern and efficient public procurement system for Mauritius based on international best practices through close monitoring, regular audits, review, capacity building and research”*¹³

Based on the Annual Report of PPO (2019/2020), the value of public procurement contracts awarded as a share of the Gross Domestic Product (GDP) at Market Price has increased from 3.33% to 3.67% from financial year 2018/2019 to 2019/2020 from MUR 16.31 billion to MUR 16.80 billion (1 USD= MUR 40 approx.).

Improvements in the public procurement system is expected to bring substantial savings of public resources.

There are three public bodies established under the PPA that operate independently under the aegis of the Ministry of Finance and Economic Development namely:

1. The Procurement Policy Office (PPO): responsible for formulation of policies, issue of Standard Bidding Documents, Regulations, Directives and Guidelines as well as training of public bodies and suppliers among others.
2. The Central Procurement Board: conducts procurement above prescribed thresholds on behalf of public bodies.
3. The Independent Review Panel: reviews procurement proceedings following the application of any unsatisfied bidder as per section 45 of the PPA 2006.

PPO has embarked on the e-Procurement System (e-PS), a web-based application hosted by the Government Online Centre (GOC) that would enable all public bodies and suppliers to electronically conduct procurement proceedings from invitation to bid up to contract award. The e-PS would bring a change in the way procurement is conducted with a shift from paper based to an electronic platform. On full implementation of the project, some 6000 to 7000 public procurement contracting processes would be conducted on-line annually by the 205 organisations falling under the ambit of the Public Procurement Act 2006 (Government stated in the budget speech 2020/2021 that all public bodies will mandatorily embark on electronic procurement from 01 January 2021).

e-Procurement System

PPO has embarked on the implementation of the e-Procurement System (e-PS), a national IT project to digitise all public procurement processes in the Republic of Mauritius. Set up and managed by the Procurement Policy Office (PPO), the e-Procurement System is a web- based platform (<https://eproc.publicprocurement.govmu.org>) that enables public bodies to prepare their invitation for bids, receive bids, evaluate bids and notify bidders of award online.

Similarly, bidders use the system to prepare and securely submit their bids online using a Digital Signature Certificate (DSC), which provides encryption of the bid data and authentication of the

¹³ Annual Report: Public Procurement Office, Ministry of Finance, Economic Planning and Development (2018/2019) [Annual Reports \(govmu.org\)](https://govmu.org)



submission, thus maintaining integrity and confidentiality of the bid data. The DSC can be bought online through a website setup by the certification authority and is available to local and international bidders.

The e-Procurement System is hosted at the Government Online Centre which provides 24/7 availability of the system, hence making government open to business 24/7 to both local and international suppliers. The objective of the e-Procurement System is to improve the way suppliers do business with government by bringing efficiency, speed, cost savings, transparency and accountability to public procurement processes. For example, in 2014, only 65% of the bids received by public bodies were responsive.

Non-responsive bids represent potential loss of value to government and frustration among bidders. The percentage of non-responsive bids is expected to reduce substantially in the e-Procurement System as the latter guides the bidder during the bid preparation stage, consequently reducing the risk of non-responsive bids due to missing information or missing process.

Furthermore, lack of transparency has often been attributed to public procurement processes. With the advent of the e-Procurement System, users of the system are assigned specific roles with all the workflows and processes accounted for through Management Information System reports and System Audit Trails, hence improving transparency and accountability. Software development of the e-Procurement System started in January 2014, with successful launching of the first e-Tender by the Mauritius Police Force on 28 September 2015.

To date, 72 public bodies and 2573 suppliers have on-boarded the e-Procurement System, and more than 5000 electronic bids have been processed. The estimated contract value will only be available after the public bodies have submitted their return of procurement activities to this office. The total number of public procurement contracts awarded (above Rs 100,000) for 2020 was 184, while the value of public procurement contracts (above Rs 100,000) awarded was Rs 9 million i.e., 22.5 million USD.

Strategic Context of the Study

- (a) *Country assessment of Mauritius:* Mauritius has an impressive track record of political stability and more than three decades of sustained economic growth. Public procurement plays a key role in the development of the country.
- (b) *Public Reform agenda:* Government has embarked on various internal reforms in its administration, which includes implementation of an electronic attendance system, a computerised registry system and a human resource management information system. Implementation and integration of the e-Procurement System is an enabler towards greater efficiency in the public sector.
- (c) *Ease of doing business:* Based on the Doing Business Report of the World Bank, Mauritius, joins the group of DOING BUSINESS 2019 top 20 economies this year (the only Sub-Saharan African economy to do so), and it has reformed its business environment methodically over time. Its Global ranking moved upwards from 25 to 20 from 2018 to 2019 out of 190 countries. This ranking has moved further upwards to 13 out of 190 countries based on Doing Business 2020¹⁴.
- (d) *Vision 2030:* The 2,040-square-kilometer island of Mauritius has come a long way from relying exclusively on sugar cane. Now an upper-middle-income and well-diversified economy, it has consolidated its position as the leading business and financial services hub in the Indian Ocean. It aims to join the league of high-income countries by 2030 by fully exploiting its resources, political stability, and strategic location between Africa and Asia in terms of its Vision 2030.

¹⁴ <https://www.doingbusiness.org/en/data/exploreeconomies/mauritius>



II. Objective and Need (Why?)

Development objective

The broad development objective of the assessment is to support the Government of Mauritius in further improving the performance of the public procurement system and yield optimal results in the use of public funds and delivery of services to the citizens while maintaining high standards of integrity. An improved public procurement system is also expected to contribute towards Public Procurement Reform Agenda and Vision 2030 and enable the country further increase its Global ranking for doing business, hence bringing more foreign investment.

The assessment has the following objectives: (1) evaluate the strengths, weaknesses and gaps of the public procurement system in Mauritius, and benchmark it against international best practices and standards; (2) guide the government to prioritize efforts in public procurement reform to enable: (i) balanced accountability mechanisms between the government, citizens, and private sectors; (ii) governance of risk management in the procurement cycle; (iii) application and monitoring of sustainable public procurement; and (iv) integration of the public procurement system with the overall public finance management, budgeting and service delivery processes; and (3) help the government benchmark its progress on the e-Procurement front and identify opportunities for improvements possibly through the use of the Supplementary Module on e-Procurement after completion of the core assessment.

Need for a comprehensive up-to-date assessment

A comprehensive Country Procurement Assessment for Mauritius was carried out in 2002 in collaboration with the World Bank¹⁵. The purpose, main findings and recommendations were:

“The purpose of the Country Procurement Assessment Report (CPAR) is to assess (a) the efficiency, economy and transparency of the public procurement system; (b) commercial practices in the private sector, particularly in relation to imports, and, (c) the institutional capacity of entities dealing with procurement in the country. The main findings state that Mauritius has made credible efforts to provide a framework of transparency, and accountability; it has strong institutional capacity; a checks and balances system is in place; its audit system is working, and the country is firmly committed to provide a transparent climate for, and information on public spending to the general public. The recommended improvements are in line with the already initiated government program. The main recommendations address the need to: (1) develop a legal framework on procurement procedures, and regulations; (2) standardize, and computerize the procurement documentation, e.g. the bidding documents; (3) strengthen the regulatory role of the Central Tender Board (CTB); (4) provide training for public procurement staff in ministerial departments; (5) integrate the ex-post review of procurement compliance in auditing practices; (6) streamline, and simplify import procedures; and, (7) review the economic performance, and quality of imports carried out by the private sector, and/or parastatal entities.”

A Public Expenditure and Financial Accountability (PEFA) assessment was carried out by European Commission in 2015 that pointed out need for improvements related to “Indicator PI-19 on Transparency, competition and complaints mechanisms” on dimensions assessed which were: (i) Transparency, comprehensiveness and competition in the legal and regulatory framework; (ii) Use of competitive procurement methods; (iii) Public access to complete, reliable and timely procurement information; and (iv) Existence of an independent administrative procurement complaints system. At the time of this assessment, the government was in the process of introducing e-procurement. The overall Indicator score on PI-19 was “C” on a scale of A to D¹⁶

¹⁵ [Country Procurement Assessment Report: Mauritius, Volume 1 \(worldbank.org\)](https://www.worldbank.org/publications/countryprocurementassessmentreport/mauritius)

¹⁶ <https://www.pefa.org/assessments/summary/1036>



However, no comprehensive country-level procurement assessment was carried out after the CPAR of 2002.

PEFA of 2015 identified need for improvements in public procurement system based on assessment of few high-level indicators, requiring a deep-dive, which is possible through a comprehensive MAPS Assessment (2018).

In the past 30 years, most economies have undertaken substantial reforms of the regulatory and institutional frameworks applicable to their public procurement systems. These reforms have been driven (and continue to be driven) by the belief that sound procurement systems are essential for state building and good governance. Reform programs have intensified in recent years in developing economies with the assistance of donor support (either at the bilateral or multilateral level).

With the collaboration of international and regional institutions, in the last decade, Procurement Directives, Agreements, International Procurement Frameworks, and Procurement Regulations for Investment Project Financing (IPF) of Multilateral Development Banks have to a great extent been harmonized on basic principles and procedures guiding the public procurement of Traditional Public Investment (TPI).

Such a collaboration has also resulted in framing MAPS 2018, an up-to-date assessment based on the latest available international procurement framework. The 2018 version of MAPS is timely in the wake of the launch of the Sustainable Development Goals (SDGs). MAPS is related to Goal 12, which calls for the promotion of sustainable procurement practices in line with national priorities and policies, and Goal 16, which calls for effective and accountable institutions.

MAPS 2018 is a universal tool reflective of leading international procurement practice that serves as a guide towards sustainable and inclusive public procurement reform. Through this endeavour, the Government of Mauritius aims to identify opportunities for, and challenges to, the country's procurement system, which will provide guidance in the identification of gaps based on a detailed set of qualitative and quantitative criteria for enhancing the current procurement framework and processes to make it more responsive to the needs of the government.

Mauritius has ranked very high both globally and in the Africa Region on a host of reform initiatives and governance indicators including ease of doing business. Government has embarked on various internal reforms as part of its Public Reform Agenda. Replacing traditional government procurement with e-Procurement is in line with the Vision 2030 to transform the government business landscape towards smart, efficient and technology driven public procurement.

III. Tasks to meet the objectives (What?)

The procurement assessment will follow the methodology prescribed by the MAPS (2018 version)¹⁷. The assessment covers four pillars: (i) Legal, Regulatory and Policy Framework, (ii) Institutional Framework and Management Capacity, (iii) Procurement Operations and market Practices, and (iv) Accountability, Integrity and Transparency.

The assessment will carefully consider and customize, if needed to enable fit for purpose, the qualitative indicators and quantitative indicators provided in the MAPS. The findings of the quantitative indicators will serve as the baseline for the assessment of impact of procurement reforms in future. The core assessment will focus on elements concerning the e-procurement system and sustainable procurement.

¹⁷ [MAPS Initiative - MAPS](#)



Based on the results of the core assessment, further supplementary modules such as sustainable public procurement, e-Procurement, professionalization, Public Private Partnership (PPP), selected sectors market analysis, and the engagement of civil society in the monitoring of procurement and contract performances may be undertaken in future.

An individual international consultant is being hired to lead the analysis with the support of one local national consultant for working with the government/PPO on collection of data and to assist in further analysis. An international procurement lawyer is being hired to conduct a legal review and provide detailed comments on various national public procurement Laws and Regulations. The assessment will also involve interviews with the procuring entities in the central as well as sub-central levels, DPs supporting procurement reform in the country and professional bodies. Once data analysis is completed, including consideration of inputs received through the interviews, recommendations will be made and validated with the GOM and other key stakeholders.

A MAPS Assessment Steering Committee (MASC) led by the Procurement Policy Office (PPO) will be set up which will include representation from key ministries, parastatal organizations, the private sector as well as donors to make it a multi-disciplinary team.

The assessment will be conducted in three phases:

1. Planning and preparing for the assessment phase, which includes:

Consultation with PPO to: (i) discuss and build consensus around the MAPS 2018 methodology application, validation process, data collection; (ii) conduct stakeholders mapping and agree on composition of the Steering Committee; and (iii) make sure that the scope of the MAPS assessment is tailored to the government's public procurement strategy and development objectives.

Establishing a multi-disciplinary team for carrying out the assessment, having complementary skills in the areas of law, procurement, supply market assessment and contract management. It comprises experts namely, AfDB staff and international consultants, GoM/PPO staff and local consultants having extensive experience in conducting similar assessments. The Team will work closely with the government and coordinate the inputs of the World Bank and other Development Partners.

2. Conducting the Assessment Phase assessment phase, which includes:

Desk review of the documents making up the legal and regulatory frameworks and other relevant policy documents based on a checklist of background documents (Document 5 - 2018 as on MAPS website).

Collecting other relevant qualitative data through interviews and stakeholders' workshops.

Collecting hard data as required by MAPS for quantitative indicators in the form of statistical information on public procurement performance from the e-GP portal, physical files on contract cases and through public and private sector surveys.

Conducting data analysis against the MAPS indicators using the following three-step approach:



Steps	Assessment
Step 1	Review of the system applying assessment criteria expressed in qualitative terms. To provide detailed information related to this comparison (actual situation in relation to the assessment criteria). This analysis will enable the assessors to analyse the strengths and weaknesses of the system.
Step 2	Review of the system by applying at least a minimum set of 15 quantitative indicators defined Quantitative indicators are not benchmarked against set standards but can be used by the country to define baseline, set national targets and measure progress over time.
Step 3	Analysis and determination of substantive or material gaps [gap analysis] to identify the areas that show material or substantial gaps and require action to improve the quality and performance of the system. 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.

Formulating findings and recommendations (based on the above three-step analysis) for validation by Steering Committee and Stakeholders.

3. Reporting phase, which includes:

Preparing the Mauritius MAPS draft assessment report including identified gaps, recommendations for system improvement and an action plan.

Sharing of the draft report with government counterparts, Steering Committee and other key stakeholders for comments. The draft report will be subject to a quality assurance through validation (See Section VIII).

Preparing the Final Assessment Report taking into account the comments received during the quality assurance process.

Follow up: Subsequently, the government would be liaising with counterparts, as needed, to seek support for implementation of the Action Plan and continue monitoring the outcomes.

Further details on stakeholders’ consultations, surveys, data collection, and interviews process are covered under section V.

IV. Focus of the assessment (Scope?)

The assessment will be conducted on all the four pillars of MAPS i.e. (i) legal, regulatory and policy framework; (ii) institutional framework and management capacity; (iii) procurement operations and market practices; and (iv) accountability, integrity and transparency.



The study will pay special focus on strengths, weaknesses and gaps of the public procurement system in Mauritius and benchmarking it against international best practices and standards. Special emphasis will be put on e-Procurement and sustainable procurement through use of Life Cycle Costing principles in procurement, effectiveness of emergency procurement procedures post-COVID 19 situation and improvements to be made on these aspects in regard to international best practices. The study will cover the central government, local government and parastatal organizations as indicated in the stakeholder list. However, the list may be adjusted suitably during the course of the assignment as needed due to logistical, practicality of data collection or other considerations such as the priorities of the government.

It is expected that for sample cases under Indicator -9, there shall be 15 to 20 procurement entities to be assessed covering 100 to 120 contracts. The approach and methodology of sampling shall be included in the assessment report.

The above areas will be given particular attention as part of the core assessment based on the four pillars as per MAPS methodology. For the Supplementary MAPS modules, this Assessment may identify priority areas where such modules may be needed in the future to further support the Government's procurement reform agenda, for example on e-Procurement.

V. Information sources (How?)

Key information sources are:

Documents making up the legal and regulatory framework: Laws, Regulations, Instructions, Issuances, Manuals, Bidding Documents.

Procurement records of the sampled procuring entities, Procurement audit reports, e-Procurement MIS Reports, physical files.

Interviews (virtual or in person as practical) of government personnel involved in procurement and e-GP, interview of various stakeholders indicated under the heading "Stakeholders" below with the key Procuring Entities to assess how the procurement system is functioning at the field level. Interviews will also be conducted with other important stakeholders within government, Civil Society Organizations (CSOs), professional associations and Chamber of Commerce, academia and research institutions, bidding communities and other private sector bodies. Questionnaire/templates shall be developed to collect information through electronic means including through virtual consultation meetings.

Workshops (virtual or in person as practical) with key public procurement stakeholders (government, private sector, civil society, media, academe, etc.) to seek their views, and solicit feedback on the MAPS assessment for validation purposes.

Data collection (virtual or in person as practical) from a representative sample of contracts from procuring entities to obtain the quantitative data needed to support the assessment. Sampling will focus on procuring entities covering all types of procurements. Data collection will include as many qualitative and quantitative indicators possible. The size of the sample will be finalized during the assessment phase. A strategy for sampling and method of data collection with support from PPO and selected procuring entities/agencies would be discussed and agreed in advance of the launch workshop.

Private sector surveys and consultations with Civil Society Organizations (virtual or in person as practical) will be carried out in order to assess the private sector participation and perception of the public procurement environment including from CSOs.

In the launch mission, the assessment team shall finalize with the PPO the number of agencies and number of cases for the samples (procurement and contract files) based on these considerations



consistent with guidance given at paragraphs 27 and 28 of the MAPS Methodology. The required template for collection and analysis of sample cases shall be shared with the PPO and sampled agencies in advance of the initial mission. Further as part of the initial mission, a questionnaire shall be prepared for the private sector survey (e.g. electronic Survey Monkey or a Microsoft based tool) based on a standard template and adapted for Mauritius with input from PPO.

VI. Leadership and Assessment Team (Who?)

A. Leadership

An Assessment Steering Committee (ASC) will provide leadership and guidance to the Assessment Team throughout this project. It will review the draft outputs of the Assessment Team before embarking on the quality review by Peer Reviewers within the Bank and by the MAPS Secretariat and the Technical Advisory Group (TAG). It will be established under the Chairmanship of the Director of PPO and will include Officials from other government Agencies involved in public procurement, private sector, civil society organizations (as possible), World Bank and other Development Partners.

ASC is expected to be comprised of officials from the organizations listed in the Annex-1.

B. The Assessment Team:

The assessment team will carry out the assessment in consultation with the government/Assessment Steering Committee.

The government has designated focal point officials to assist the assessment team while implementing the assessment.

The composition of the assessment team and the government focal points will be discussed and finalized before the launching workshop.

The MAPS assessment team will be led by a Task Manager (TM) from the African Development Bank who would liaise with the government, stakeholders and development partners to ensure timely implementation. The AfDB shall also provide the expertise of a country economist, public financial management specialist, governance expert, and the WB will provide the e-Procurement expert (either a staff or a consultant for review) to provide limited input as requested by the TM.

An individual international consultant (lead consultant) is expected to lead the analysis with the support of one national consultant with expertise in public procurement for data collection and its analysis. The assessment will also involve interviews with the procuring entities in the central as well as sub-central levels, development partners supporting procurement reform in the country and professional bodies. Once the data analysis is completed, consideration of inputs received through interviews, recommendations will be derived and validated with the GOM and other key stakeholders. 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.

The team members oversee & support the assessment by collecting and analysing data, reviewing selected procurement cases, proposing recommendations and documenting the detailed assessment results in accordance with the methodology.

With the prevailing COVID-19 situation, the local consultant shall take all the necessary steps to work closely with the government to obtain all required information and data under the guidance of the lead consultant.



The lead consultant will be supported by a procurement lawyer (international consultant) with expertise in public procurement and MAPS tool to carry out the initial analysis related to the legal, regulatory and policy framework (Pillar I), institutional framework (part of pillar ii) and the complaints review mechanism (Indicator 13, Pillar IV) as per MAPS matrix.

In addition to the lead consultant and procurement lawyer, there shall be need for the input of the following expertise: (i) national consultant with expertise in public procurement (consultant); (ii) e-Procurement expert (consultant or through other MDBs); (iii) country context from the country economist from AfDB; and (iv) public financial management expert of AfDB.

The government will assign experts as needed as part of the Assessment Team.

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 or through electronic means based on a template to be provided by the assessment team.

VII. Stakeholders (Whom to engage?)

Stakeholder engagement can be a complex process, but it is of extreme importance for the success of the MAPS assessment to abide by the following requirements:

- Considering stakeholder interests and expectations in an optimal way to ensure the public procurement framework is credible and viable, drawing on support and identified (government and private sector/civil society) champions who are critical to success.
- Balancing competing stakeholder interests continually affected by the political economy, state of procurement markets and access to legislators.
- Widely publishing the benefits of a sound policy and holding consultations with all stakeholders to at least consider their concerns and suggestions.
- Aligning the public procurement framework with national economic and development goals, including provisions aiming at reducing fraud and corruption.
- Developing a strategy and making incremental changes that lead to steady and feasible improvements.

As part of the stakeholders' consultations to be led by PPO with collaboration of AfDB, the Assessment Team will co-ordinate the technical inputs of the Central Procurement Board, the Economic Development Board and the development partners actively involved in the procurement reform agenda in Mauritius.

Civil Society Organizations (CSOs) such as but not limited to CSOs active in governance, budget transparency and procurement, are amongst the stakeholders that will be consulted together with the business associations (contractors, suppliers, consultants), academe and media.

The Assessment Team provided a Checklist for Stakeholders (**Document 6 on MAPS website**) to PPO during the initial discussion (Annex 2) and based on their input the same shall be finalized as per overview/checklist on types of stakeholders that usually have a stake in the MAPS Assessment.

The stakeholder checklist and a draft Terms of Reference for ASC and its composition shall be finalized before the launch workshop.



Stakeholders shall be engaged through appropriate communication and targeted interviews/participation in surveys/ consultations.

Other potential stakeholders will be added to the list in consultation with the government and the analysis of the country context. A launch workshop will be organized to bring together all stakeholders identified and seek their views/support for this important undertaking.

VIII. Validation of assessment results

In terms of process and sequencing, the initial results of the assessment shall be shared with PPO for their input at the stage of preparation of the draft report. The Assessment Team shall seek input from key stakeholders including private sector at the stage of the draft report through video-conferencing or if possible face-to-face interaction.

To ensure that the assessment findings are valid and credible, a joint validation workshop shall be arranged in collaboration with PPO and other development partners involving all stakeholders to agree on: (i) findings of the assessment, (ii) reform priorities, and (iii) a shared strategy for addressing key weaknesses in the public procurement system.

A robust quality-assurance approach shall be followed on review of compliance with the assessment process and assessment report as per the MAPS methodology including quality review of assessment results by the peer reviewers within the AfDB including the Public Sector Specialists, and other procurement specialists and the World Bank representative before submission for clearance by AfDB Management.

Upon clearance of the report, review by the MAPS Secretariat and the Assessment Technical Advisory Group (ATAG) shall be sought as required by the process for external certification of MAPS assessments and their comments incorporated in the final report.

The validation process shall be tabulated with a precise description of the activity with dates, outcome of the validation and action taken shall be indicated at the end of the assessment report as the review and validation process progresses.

IX. Communication and Cooperation

Preparation of the assessment report will involve **extensive consultations** with a wide range of stakeholders from the government, development partners, private sector and civil society, for which a number of meetings and workshops (mostly virtual) will be arranged.

During the assessment, the **Steering Committee** will have at the minimum, quarterly meetings (virtual) with the assessment team to discuss the progress and provide assistance in overcoming any obstacles and/or bottlenecks that may occur during the assessment period.

The assessment report will be presented to the higher level in the government and subsequently shared with other key stakeholders in line with the dissemination plan agreed between the AfDB and the government. If the final Report receives the MAPS Seal of Approval, it shall be published.

Apart from the technical procurement group from PPO and other experts as audience, the report shall also address issues requiring the attention of decision makers at higher levels of the government. The assessment team shall seek expertise from communication specialists of the AfDB to highlight the key recommendations and to differentiate between the hard procurement technical recommendations and more strategic areas of assessments and reforms so that required support for effecting needed reform



is available from decision makers at the policy level of the executive and legislative branches of the government.

X. Outputs

The main output of this activity will be a report assessing the adequacy of the current public procurement system in Mauritius using the MAPS 2018 tool to identify strengths as well as gaps and/or weaknesses and providing recommendations for further improvement. This will form the basis for the government to develop a strategic plan for prioritizing future procurement reform efforts, setting revised targets, and making necessary adjustments in procurement policy and implementation modalities.

The assessment team in collaboration with the government shall make its **best efforts** to follow the following timetable:

- Hiring of consultants to be completed by: Feb 22, 2021
- Composition of Steering Committee by: Feb 22, 2021
- Composition of task team members including from government: **Feb 25, 2021**

(The above activities were completed before the first meeting of the Assessment Steering Committee meeting held on March 17, 2021)

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

Output	Responsible	Cooperation with	Deadline
Final Concept Note (for review by ATAG)	Lead consultant/AfDB	Government	May 2021
Preparatory assessment team meetings and meeting with PPO and Steering Committee and Launch Workshop (regular)	Assessment team/Team of Consultants	Assessment Steering Committee	Week of May 17, 2021 for Launch Workshop
Analysis of Country Context (<i>Remote working</i>)	Assessment team/Team of Consultants	Assessment Steering Committee	January to March 2021
Assessment of the public procurement system develop and regularly update assessment schedule (<i>Remote working</i>) <ul style="list-style-type: none"> ▪ Collect data (qualitative and quantitative data) ▪ Apply the MAPS indicator: the three-step approach (to MAPS Section I, 13-24) 	Assessment team/Team of Consultants	Assessment Steering Committee	February to August 2021
Developing recommendations for prioritized reform (first preliminary draft assessment report)- <i>Remote working</i>	Assessment team/Team of consultants	Assessment Steering Committee	July to August 2021
Validation of findings (<i>virtual or a workshop at a location in the country</i>)	Government; facilitated by	Stakeholders External partner Peer Reviewers	September to October 2021



Output	Responsible	Cooperation with	Deadline
	Assessment team/Team of consultants		
Assessment report <ul style="list-style-type: none"> ▪ Draft ▪ Review/Comments (by International Technical Advisory Group members) ▪ Final report and dissemination (<i>off-site</i>) 	Assessment team/Team of consultants	Assessment Steering Committee	Draft Report after validation: October-November 2021 Final Report after TAG review: December 15, 2021

Assessment Timetable

Tasks (activities) / Months	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
1. Concept Note, Logistics, kick-off meetings													
2. Analysis of Country Context													
3. Assessment: Data Collection													
4. Assessment: Analysis (3-steps)													
5. Recommendations													
6. Validation													
7. Report Writing -draft													
8. Quality Assurance													
9. Final Report/ Dissemination													

XI. Important Lessons from Similar Assignments including Post-COVID-19 Situation

Based on experience of similar assignments including post-COVID-19 situation, the following measures are envisaged:

- *Commitment and continued interest of the government:* Needs to be maintained through strong leadership arrangements, cross departmental coordination and openness and formation of a time-bound MAPS Assessment Steering Committee (MASC). MASC may be transformed into a Reforms Committee for future public procurement reform based on the MAPS recommendation.
- *Quality and timeliness of data for procurement transactions on sample cases:* Need for involvement of staff from PPO including e-Procurement expert to provide data from sample agencies including those related to contract implementation and payments (Indicator-9).
- *Confidentiality of data and information provided by sample procuring entities:* Procuring entities need to be assured that MAPS is not an audit and the collection of data is required to find out at an aggregate level how the procurement system of Mauritius operates in practice. Identity of sample cases (procuring entities/contractors/bidders) shall not be disclosed in the draft assessment report.



Data to be collected through electronic means to be validated through sample checks by visits to procuring entities.

- *Private Sector Survey and feedback from Civil Society Organization:* PPO to take lead with technical support provided by AfDB and the assessment team – to be conducted through electronic means and consultations held through video-conferencing.
- *Input from Oversight and control bodies:* PPO to provide support to get data and information from oversight and control bodies like National Audit Office (NAO)/Independent Commission Against Corruption (ICAC) as per template provided by the assessment team.
- *Remote working due to COVID- 19 situation:* The situation shall be mitigated through regular interaction starting with a kick-off meeting among team members and then with PPO through regular interaction.
- Validation may be done through a mission subject to the COVID-19 situation and as practical.

XII. Estimated Input of AfDB Staff/Consultants/Government Staff

The estimated input for the assessment is tabulated as under:

Item	Item	Estimated Input in days	Remarks
A.	Government Staff		
	Assessment Steering Committee	N/A	Government Counterpart fund
	Assessment Team (<i>Government Focal point, e-GP expert, legal expert plus any other member</i>)	N/A	Government Counterpart fund
	Administrative Support including local travel	N/A	Government Counterpart fund
	e-Procurement Expert	15	To assist in Assessment Government Counterpart fund
B	AfDB Staff Time		
	Regional procurement coordinator	20	AfDB internal budget
	Procurement specialist	20	AfDB internal budget
	Procurement specialist	10	AfDB internal budget
	Governance expert	10	AfDB internal budget
	Country economist	10	AfDB internal budget
	Financial management specialist	10	AfDB internal budget
C	Input from other MDB (WB)		
	Lead procurement specialist	5	World Bank contribution
	Procurement specialist	10	World Bank contribution
	e-Procurement expert (Review)	5	World Bank contribution
D	Experts to be hired under MAPS		
	Lead consultant (international)	80	Overall lead for the assessment
	Procurement consultant (national)	60	Coordination and collection of information for the Assessment Team, analysis and input for report writing
	Public procurement lawyer (international)	20	Legal review and provide detailed comments on various national public procurement laws and regulations



E	Any other Cost/Contingency		
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XIII. Cost Estimates

The overall costs of the MAPS II Assessment exercise are estimated as follows (to be financed by AfDB, this being confirmed to GoM by AfDB through a separate letter)

Technical assistance	USD
External Expert(s): National consultant(s)	25,000
External Expert(s): International consultant(s)	86,000
<i>Sub-total External Experts</i>	111,000
Travel, accommodation, per diem	USD
Travel costs – Estimated two trips for the lead consultant and AfDB core team	20,000
<i>Sub-total Travel costs</i>	20,000
Other Expenditures (costs for consultations, etc.)	
MAPS II Workshops	5,000
Other expenditures and administrative support to steering committee	1,000
<i>Sub-total Other Expenditures</i>	6,000
TOTAL	137,000

XIV Source Documents (Check list as per Document 5 of MAPS website)

- Methodology for Assessing Procurement Systems (MAPS), Version of 2018

Website:

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



Annex 1 – Composition of MAPS Assessment Steering Committee (MASC)/Team/TAG

Members of Assessment Steering Committee:

Function	Institution	Name (Principal/Alternate)	Designation	Email
Chair	Procurement Policy Office	Mr. Hirendranath Rambhojun	Director	hrambhojun@govmu.org
Members:				
1. Financial Secretary, Ministry of Finance, Economic Planning and Development				
2. Chairman, Central Procurement Board (CPB)				
3. Executive Director, Economic Development Board				
4. The Head of Delegation, European Union				
5. Representative of World Bank, Mauritius Office				
6. Solicitor General, State Law Office				
7. Chairman, Independent Review Panel (IRP)				
8. Permanent Secretary, Ministry of Energy and Public Utilities				
9. Permanent Secretary, Ministry of National Infrastructure and Community Development (National Development Unit)				
10. Senior Chief Executive, Ministry of Local Government and Disaster Risk Management				

Members of Assessment Team:

Function	Institution	Name	Designation	Email
Lead	African Development Bank	Amilcar Bilale	Chief Regional Procurement Coordinator	a.bilale@afdb.org
Members:				
Procurement Expert	African Development Bank	Chongo Chitupila	Senior Procurement Specialist	c.chitupila@afdb.org
Expert	World Bank and other development partners (for input and peer review of draft report)	Nagaraju Duthaluri Miarana Razaf Rajesh Shakya	Lead Procurement Specialist Governance Specialist E-GP Specialist	nduthaluri@worldbank.org mrzaf@worldbank.org rshakya@worldbank.org
Consultant(s)	African Development Bank	Devesh C. Mishra Susan Penelope Smith Goburdhun Pritikumar	Lead International Consultant Procurement Lawyer National Consultant	deveshcmishra@gmail.com susiewsmith@gmail.com pritikumar40@gmail.com
Main Focal Person from PPO	Procurement Policy Office	B. Dabeesing	Member of PPO	bdabeesing@govmu.org



Annex 2 – Stakeholder’s list

A proposed list is **attached** based on template Document # 6 as per MAPS Methodology¹⁸

Sn	Name of Organisation
1.	Ag. Chairperson, Independent Review Panel (IRP)
2.	Central Procurement Board (CPB)
3.	Ministry of Public Service, Administrative and Institutional Reform
4.	Ministry of Education, Tertiary Education, Science and Technology
5.	Ministry of Local Government and Outer Islands
6.	Ministry of Health and Wellness
7.	Ministry of Energy and Public Utilities
8.	Ministry of National Infrastructure and Community Development (National Development Unit)
9.	Ministry of Land Transport and Light Rail
10.	Road Development Authority (RDA)
11.	Police Department
12.	Mauritius Fire Rescue Services (MFRS)
13.	Central Electricity Board (CEB)
14.	Central Water authority (CWA)
15.	Attorney General, Attorney General’s office
16.	Internal Control Cadre
17.	National Audit Office (NAO)
18.	Office of Public Sector Governance (OPSG)
19.	Independent Commission Against Corruption (ICAC)
20.	Competition Commission of Mauritius (CC)
21.	PPP unit (MOFEPD)
22.	BOT Unit (PPO)
23.	Construction Industry Development Board (CIDB)
24.	Mauritius Chamber of Commerce and Industry (MCCI)
25.	Economic Development Board (EDB)
26.	Building and Civil Engineering Company Association (BACECA)
27.	Small and Medium Enterprise (SME) association

¹⁸ <http://www.mapsinitiative.org/methodology/>

28. Small Contractors Association
29. Mauritius Council of Social Services (MACOSS)
30. Transparency International Mauritius
31. University of Technology Mauritius (UTM)
32. University of Mauritius (UOM)
33. Media trust
34. European union (EU)



Survey Questions for Private Sector on Public Procurement System of Mauritius

29

Responses

229:15

Average time to complete

Closed

Status

1. Please state your Position / function in your company

💡 Insights

Latest Responses

29

Responses

*"Director"**"Business Development Executive"**"Senior Sales Consultant"*

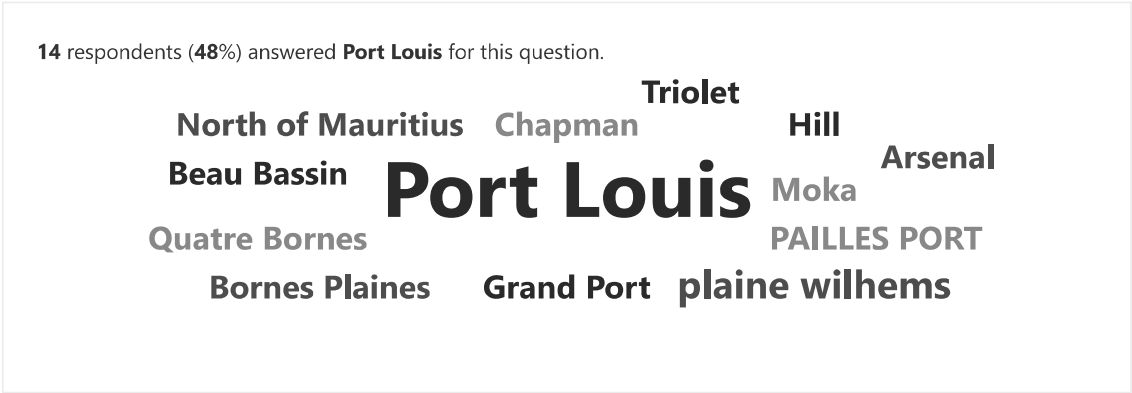
9 respondents (31%) answered **Manager** for this question.

Managing Director company secretary Tender & Key
BUSINESS DEVELOPMENT legal counsel Accounts Manager
Development Executive HEAD **Manager** Director Sales Consultant
Sales Executive secretary
ADMINISTRATIVE MANAGER Sales Marketing Manager
Sales Advisor GENERAL MANAGER Senior Manager Commercial Manager

2. Please state the geographic location of your company (District)

💡 Insights
29
Responses

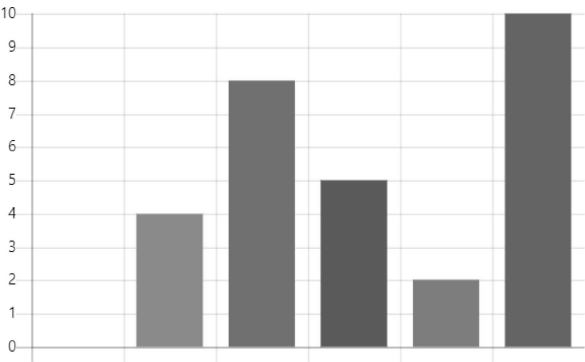
Latest Responses
"Plaines Wilhems"
"Arsenal, North of Mauritius"
"Port Louis"



3. Please state the number of employees in your company

- 1
- 2 - 10
- 11 - 50
- 51 - 250
- 251 - 500
- More than 500

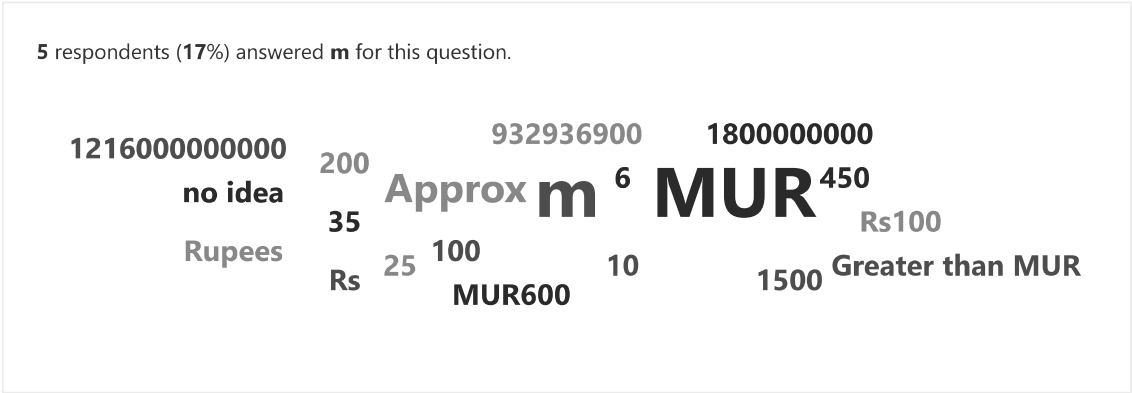
0
4
8
5
2
10



4. Please state the annual turnover of your company in Million MUR

Insights
29
Responses

Latest Responses
"MUR 8.0m"
"1,800,000,000"
"1500 Million"



5. What kind of category does your company mainly operate in?

- Goods 15
- Works 11
- Other Services/Non-consultan... 8
- Consultancy Services 7



6. Is there a problem with conflict of interest around procurement in the public bodies such as Procurement Policy Office, Central Procurement Board, Independent Review Panel in your country?

- Insights
- no perceived conflict of interest 21
 - minor conflicts 6
 - conflicts of interest are obvious 2
 - abundant conflict of interest 0
 - Other 0

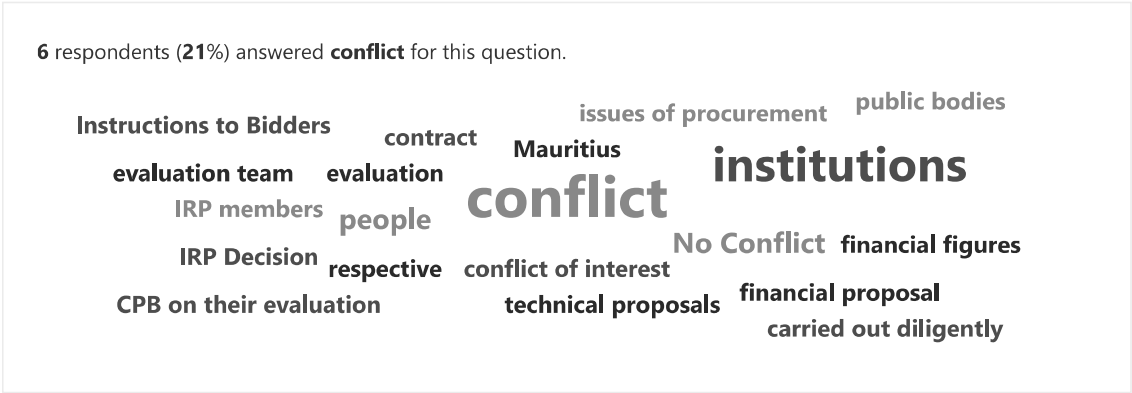


7. Please give reason for your review under question 6

Insights
29
Responses

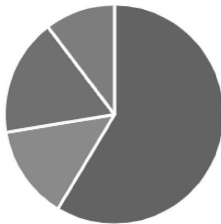
Latest Responses

"No Conflict perceived however it would deem more that the capacity ...
"Not to my knowledge"
"The proceeding are being done diligently by the concerned parties "



8. Is there a problem with conflict of interest in procurement operations in procuring entities in your country?

no perceived conflicts of inter...	17
minor conflicts	4
conflicts of interest are obvious	5
abundant conflict of interest	0
Other	3

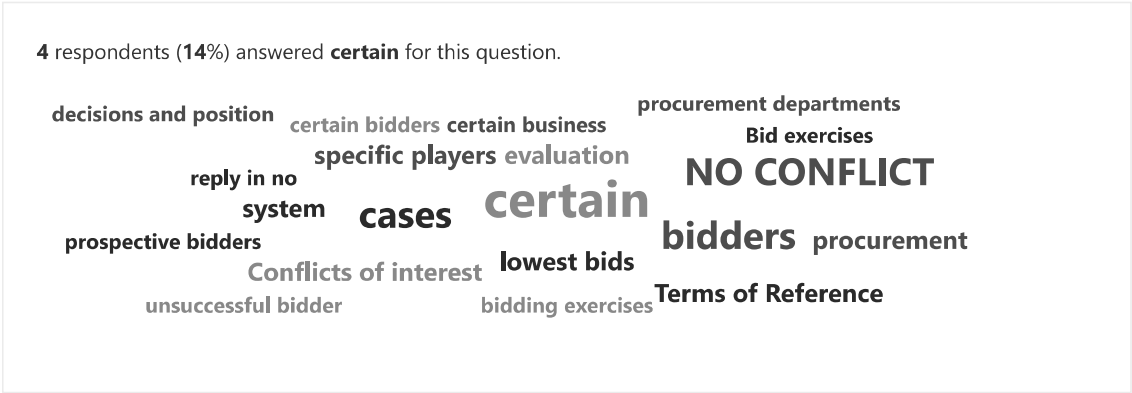


9. Please given reasons for your view under question 8

Insights
29
Responses

Latest Responses

"No Conflict perceived however it would deem more that the capacity ...
"Specification may be tailor made to protect or falicitates certain busin...
"Always considering the lowest bid. "



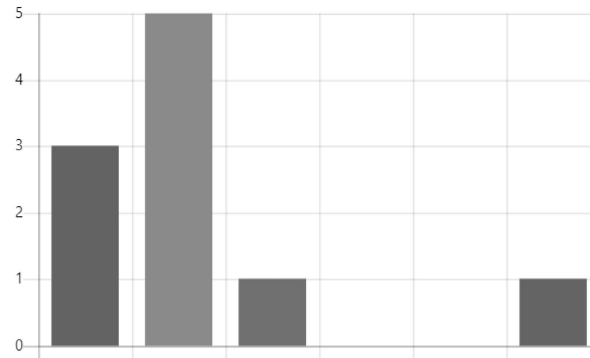
10. In the context of public procurement, have you / your company ever experienced a situation where the Procurement Policy Office, Central Procurement Board, Independent Review Panel or procuring entity (public bodies) faced a conflict of interest

Yes 7
No 22



11. What did the conflict of interest relate to? Please choose among the following options

Unclear separation of duties b...	3
Unclear competencies of offici...	5
An official position is used im...	1
An official's family or other pe...	0
An official's political affinities	0
Other	1



12. Does the government get in touch with private associations to communicate changes to the legal procurement framework?

Always	6
Mostly	8
Not really	12
Not at all	3

💡 Insights



13. Do you find the changes to the legal procurement framework difficult to follow?

Always	1
Mostly	3
Not really	23
Not at all	2

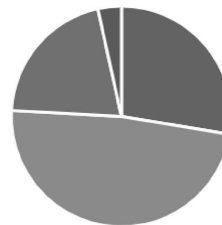
💡 Insights



14. Do you have the resources to keep up with the changes made to the legislative framework?

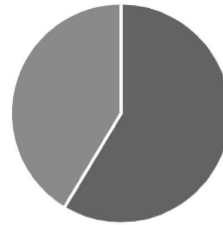
Always	8
Mostly	14
Not Really	6
Not at all	1

💡 Insights



15. Does the government help you keep pace with procurement reforms? Are you aware of training, guidelines, helplines, programs/support being provided by the government for private contractors and for SMEs?

💡 Insights



16. How

17[💡] Insights
Responses

Latest Responses
"Mail update, press and social media"

5 respondents (29%) answered **mails** for this question.

channel of communication
MEDIA AND MAILS Mail update Government Procurement
EMAIL mails procurement training sessions
 government emails/ gazettes
 Procurement Portal Invitations Workshop communication company on e
 mails notifications social media procurement system

17. Have you ever participated in such a program, training or information session?



18. When? Who organized it? and How effective was it?

19 Insights
Responses

Latest Responses
"ppo"

"EDB- February 2020 PPO - April 2019 - Procurement system It met w...

9 respondents (47%) answered **Procurement** for this question.

house training
Procurement Policy procurement system Public Procurement
February year **Procurement** PPO eproc
times a year submission
workshop
Procurement Office Policy Office E-Procurement
online submissions EDB-PPO PPO for E government

19. Why

10 Insights
Responses

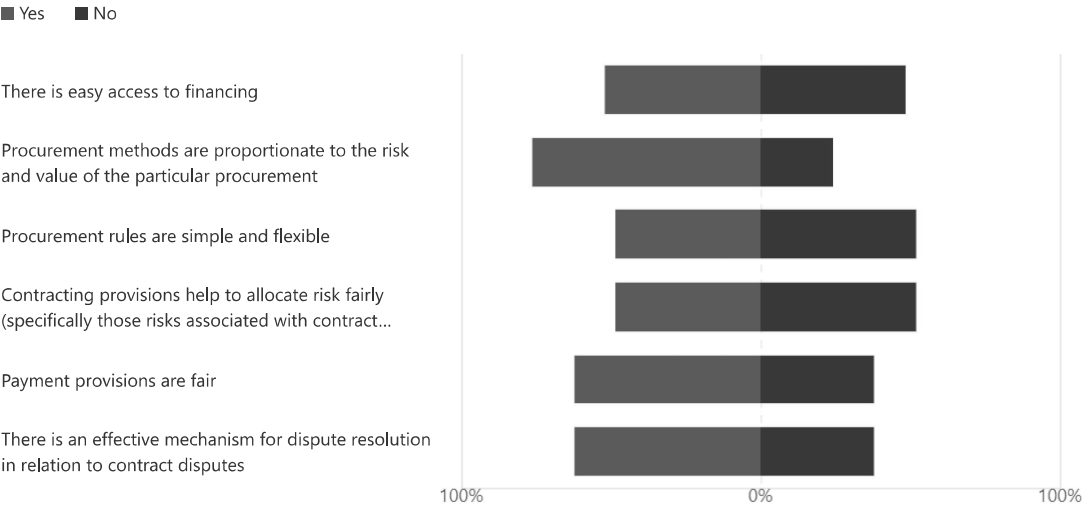
Latest Responses

"We have not been invited to those sessions. However we were glad th...

1 respondents (10%) answered **invited formally** for this question.

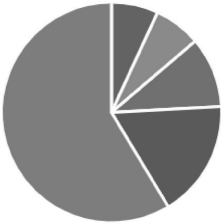
Not aware
STAFF invited formally glad
training sessions
NO INFORMATION

20. Do you think that the following conditions in the public procurement market are met for participation in competition for public contracts?



21. What was the total number of public tenders that your company submitted in the last completed financial year and in the year before that?

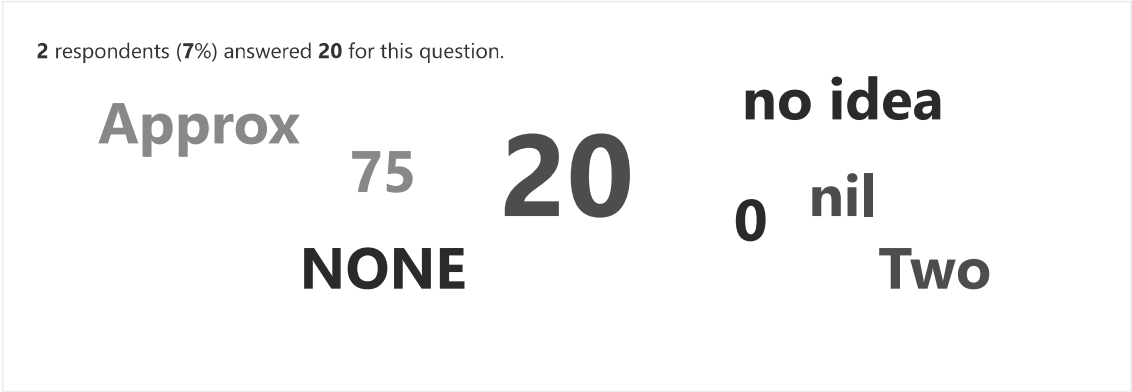
Less than 5	2
5 - 10	2
10 - 15	3
15 - 20	5
More than 20	17



22. Among these submitted tenders, approximately, what percentage of tenders did your company win?

💡 Insights
29
Responses

Latest Responses
"5%"
"nil"
"30%"



23. Participation in Request for Quotation and Restricted Bidding for value less than Rs 5m.

💡 Insights

● Yes	20
● No	9

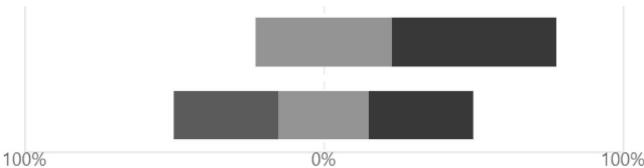


24. Participation in Request for Quotation and Restricted Bidding for value less than Rs 5m

■ Never ■ Sometimes ■ Frequently

How often have you been invited to participate in a Request for Quotation or Restricted Bidding process?

If never, has/have the public body(ies) been inviting bids in your field of activities?



25. Please give reasons

💡 Insights

29

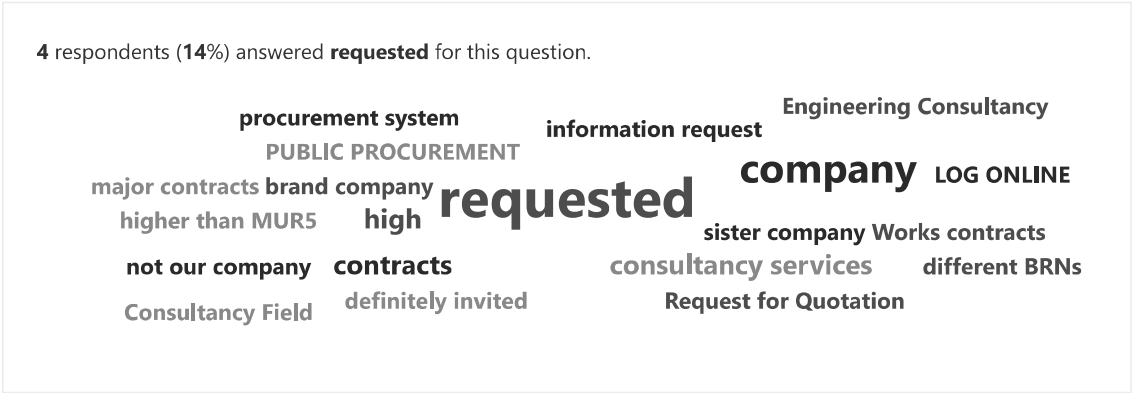
Responses

Latest Responses

"Consultancy Services are usually higher than MUR5m depending on t...

"Our company engage in major contracts, overhead cost too high to p...

"NA"



26. What according to you, should be improved with respect to the conditions in the public procurement market as far as private companies / bidders are concerned?

💡 Insights

29

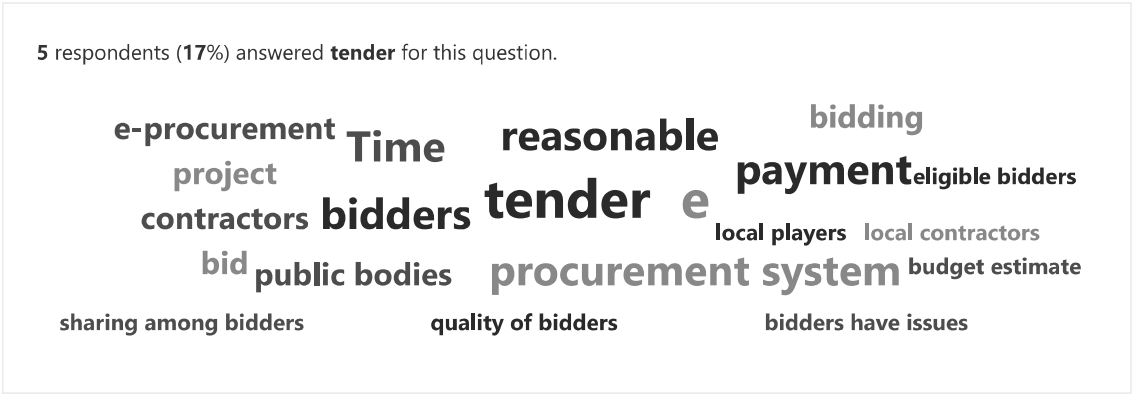
Responses

Latest Responses

"Incentives for early completion of project - working on a pain / gain ...

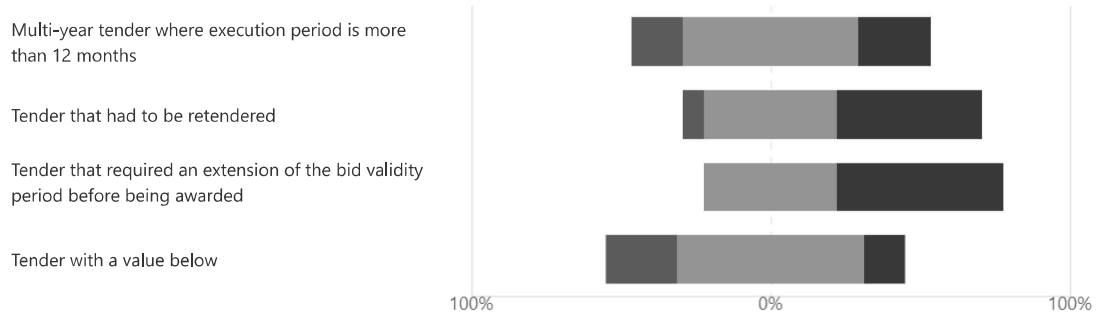
"Fair competition, even for Government to Government Contract, parti...

"Time frame of delivery to be reasonable. Invitation to tender should b...



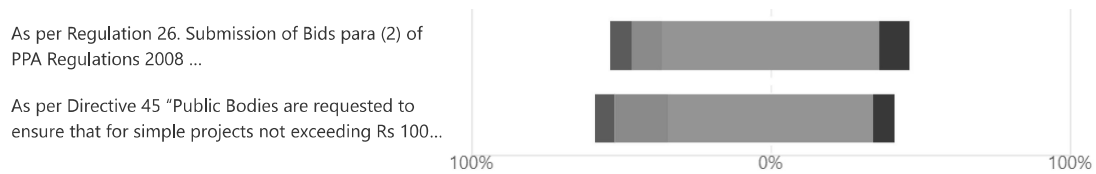
27. From your experience, has your company participated in the following

■ Never ■ Sometimes ■ Frequently

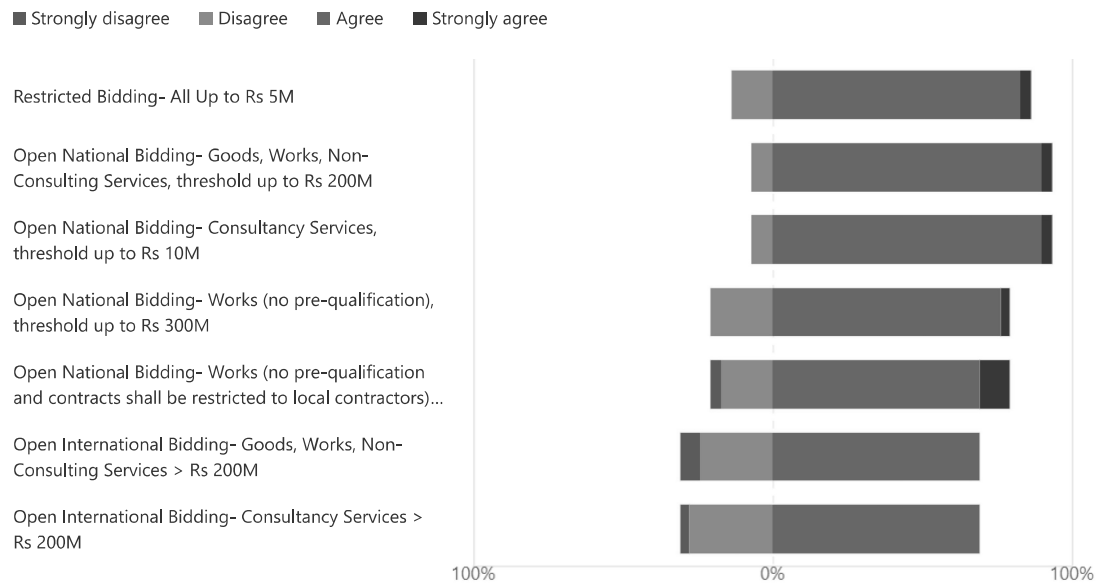


28. State to what extent you agree with the following statements regarding impact of procurement regulations.

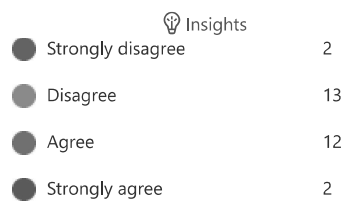
■ Strongly disagree ■ Disagree ■ Agree ■ Strongly agree ■ Don't know



29. As per Regulation 26. Submission of Bids para (2) of PPA Regulations 2008, The threshold for mandatory use of the competitive bidding method is adequate:



30. The introduction of e-procurement has led to reduction in corruption.

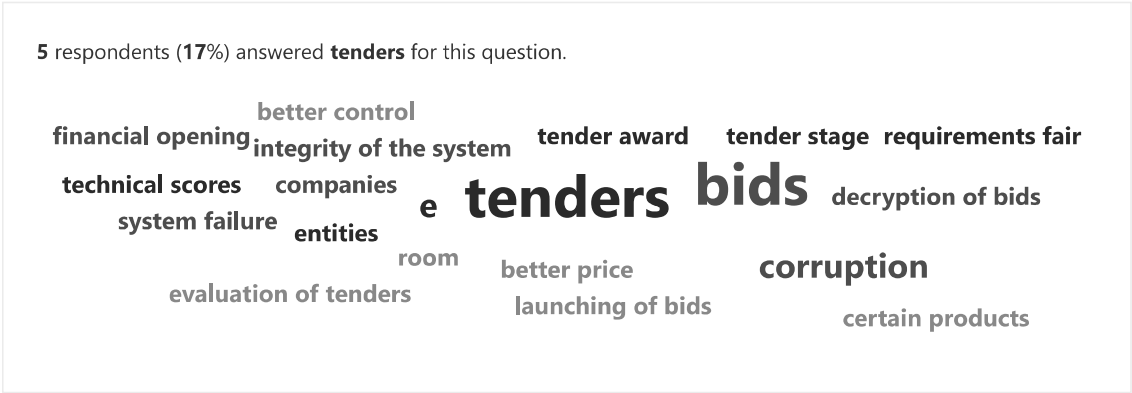


31. Please state your reasons for your response in the preceding question

💡 Insights
29
Responses

Latest Responses

"We have not come across any corruption in tenders so far."
"Do we have fair evaluation of tenders? Are the mandatory requireme..."
"NA"



32. The introduction of e-procurement has led to loss of business for Small and Medium Enterprises due to difficulties in submission of bids electronically.

● Strongly disagree	5
● Disagree	10
● Agree	9
● Strongly agree	5

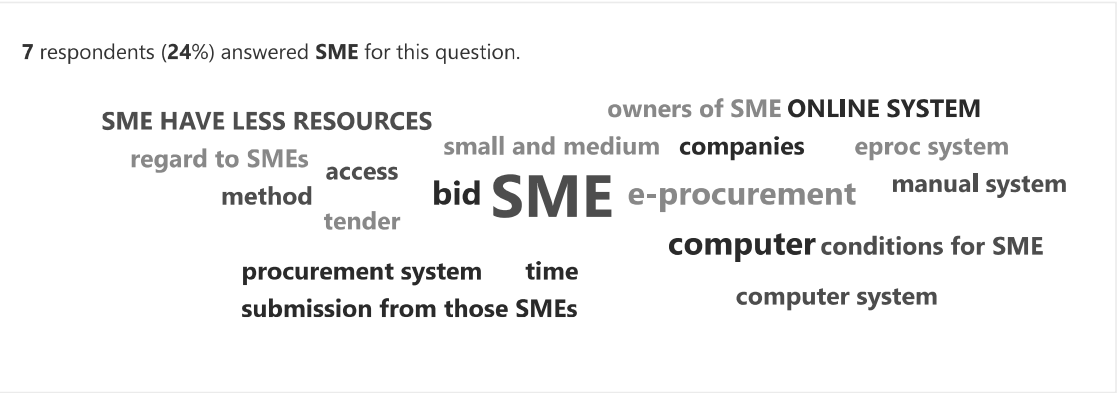


33. Please state your reasons for your response in the preceding question

Insights
29
Responses

Latest Responses

"The e-procurement systems was based on an IT derived software as s...
"They do not have financial capacity to engage resources for these wor...
"NA"



34. The introduction of e-procurement is conducive to more participation of suppliers?

Insights

strongly disagree	3
Disagree	12
Strongly agree	7
Agree	7



35. Please state your reasons for your response in the preceding question

Insights
29
Responses

Latest Responses

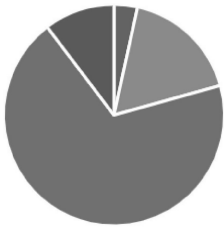
"The system is not user friendly and tedious in the installation. This sh...
"Suppliers conversant with the system will be apt to participate, less or...
"NA"



36. Overall, the current procurement regulations are easy to comply with

Insights

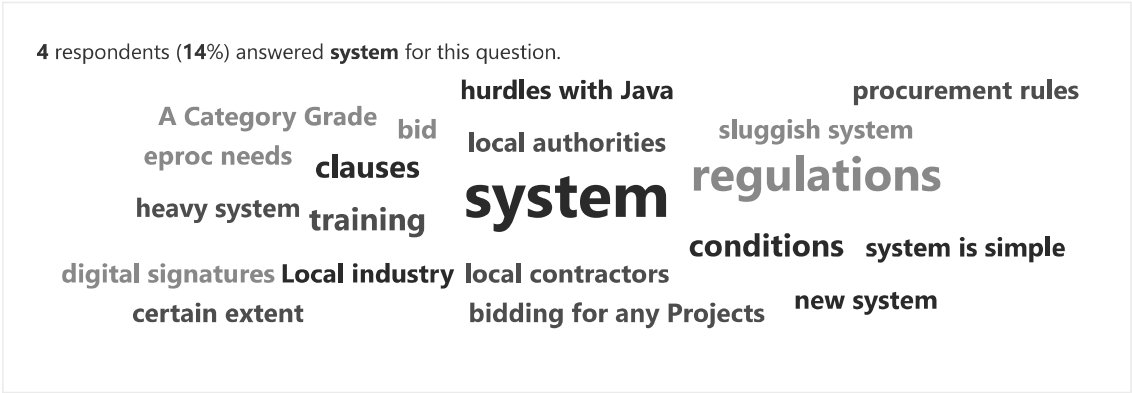
Strongly disagree	1
Disagree	5
Agree	20
Strongly agree	3



37. Please state your reasons for your response in the preceding question

💡 Insights
29
Responses

Latest Responses
"There is a base to work with and improve."
"Easy for us"
"NA"



38. Have you ever participated in a public tender run by a government body?

● Yes 29
● No 0



39. Have you ever challenged a decision made by a public body or appealed a decision by the Independent Review Panel?

● Yes 19
● No 10



40. Did you feel the system was trustworthy and fair?

● Yes	10
● No	9



41. Did you believe the appeal decision was consistent?

● Yes	9
● No	1



42. Please state the reasons for your responses above

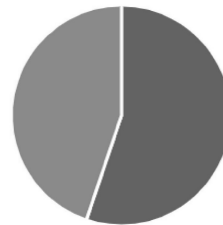
17 Insights
Responses

Latest Responses

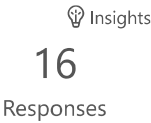
"We won our case however the public body decided to cancel the tend..."
"consistent"



43. Have you ever challenged a procurement decision by submitting a written challenge to the public body?



44. Were you satisfied with the outcome?

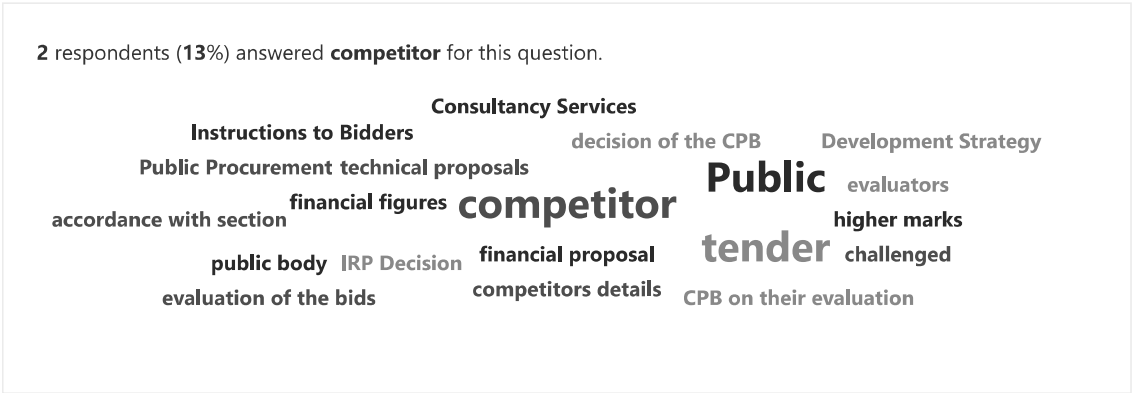


Latest Responses

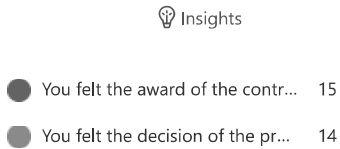
"Yes however the public body did not abide by the IRP and cancelled t..."

"yes, however we do not know our competitors details to argue further"

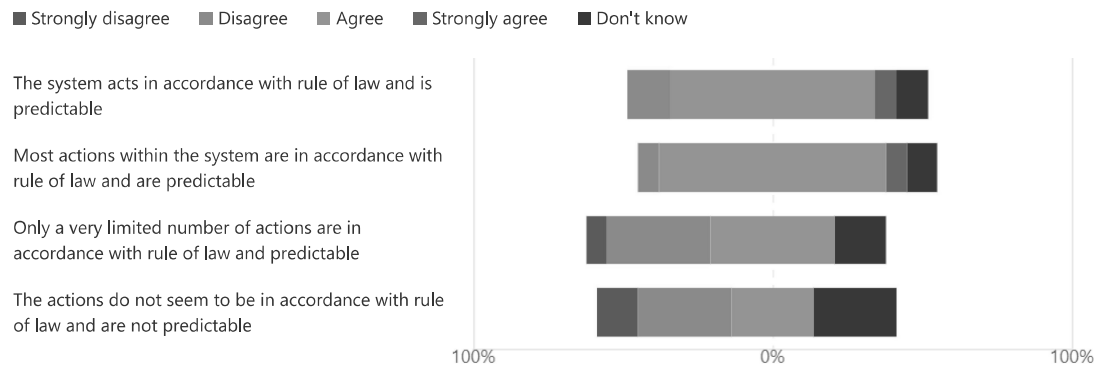
"Yes"



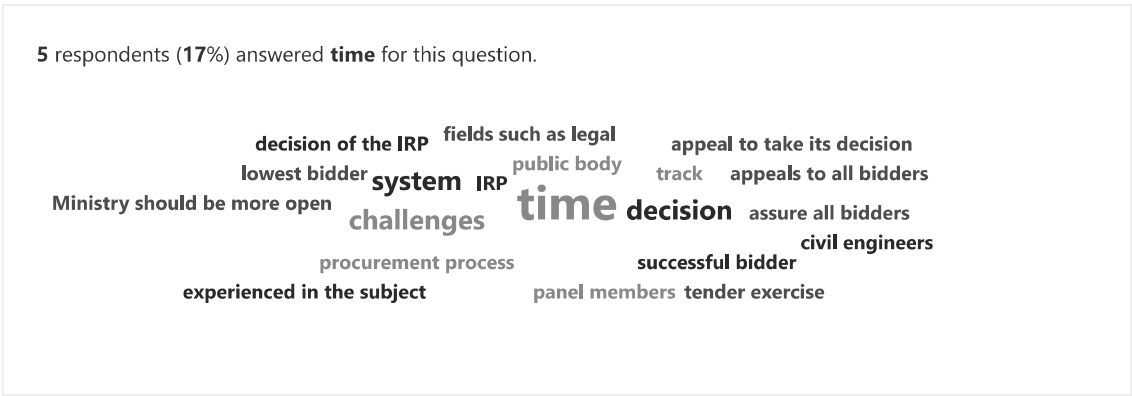
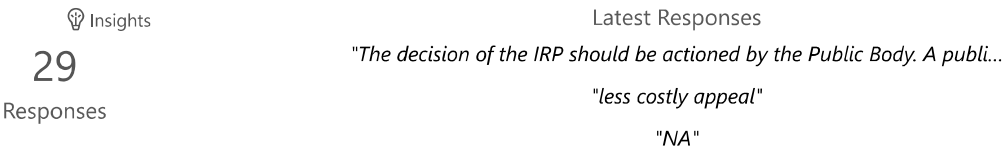
45. If you have never appealed a decision by such a body, it was because



46. Generally speaking, how would you assess the challenge and appeals system (including its consistency) with regards to public procurement?



47. In your view, what could be improved in the challenge and appeals system?



48. Do you consider that companies are expected to give a gift to secure a contract in the public sector?

● Yes	3
● No	26



49. There are many ways to reduce corruption in public procurement. Below, you find a list of possible avenues. In your view, in the [country] context, how effective are these measures in reducing corruption in public procurement?

💡 Insights	
29	2.59
Responses	Average Number

50. Dedicated reporting channels to report misconduct

💡 Insights	
29	2.34
Responses	Average Number

51. A code of conduct (ethical guidelines or similar guidance documents) for public and private entities

💡 Insights	
29	2.24
Responses	Average Number

52. Declaration forms for suppliers to affirm their compliance with anti-corruption rules

💡 Insights	
29	2.34
Responses	Average Number

53. Participation of watchdog organizations



54. Due diligence or risk analysis



55. Strong enforcement systems



56. limitations on post-public employment ("revolving door phenomenon", "cool down phase" for public employees)



57. Please list other measures to reduce corruption in public procurement (if not listed above)

💡 Insights

Latest Responses

29

"Watchdog companies as much as the IRP should be looking at the ev...

"n"

Responses

"Require more independent regulatory bodies to act as watchdog"

3 respondents (10%) answered **public officials** for this question.

word cloud for question 57:

- watchdog
- regulatory bodies
- power
- complaints
- public bodies
- contract
- governmental body
- tenders
- public officials
- evaluation process
- Ref Item
- penalties
- independent
- evaluation
- public projects
- procurement system
- bidder
- corrupt practices
- guilty of favouritism
- acts of corruption

58. From the list of possible corruption measures provided at survey questions 49 - 56 what would you consider as your top 3 priorities to effectively fight against corruption in Mauritius?

💡 Insights

Latest Responses

29

"1 Training and Coaching 2 Due diligence and risk analysis 3 Participa...

"51,46,48"

Responses

"Transparency , Independency and ownership"

8 respondents (28%) answered **Strong enforcement** for this question.

word cloud for question 58:

- Strong enforcement
- enforcement systems
- watchdog organizations
- corruption
- Independency and ownership
- Ownership
- acted upon swiftly
- watchdog organisations
- misconduct
- code of conduct
- diligence and risk
- secured channel
- Transparency
- code of ethics
- Disputes reporting channels
- public employment
- diligence
- Participation
- Independence & Ownership

59. Are you/or your company aware of any Civil Society Organizations (CSOs) actively providing oversight and social control in public procurement?

● Yes	5
● No	24



60. Please specify

5 Insights
Responses

Latest Responses
"transparency international"

2 respondents (40%) answered **Transparency** for this question.

codes of ethics **constantly highlighting**
companies **Transparency** **Business**
Mauritius **transparency international**

61. Do you think CSO involvement in overseeing procurement contracts could be beneficial in the future? Why?

💡 Insights

29

Responses

Latest Responses

"Yes, for reasons mentioned above"

"yes,"

"NA"

4 respondents (14%) answered **CSO** for this question.



62. What do you think are the obstacles, if any, for CSO participation in public procurement in the current economic and political climate?

💡 Insights

29

Responses

Latest Responses

"There is no such organisation as of yet. Recruitment of the said officer..."

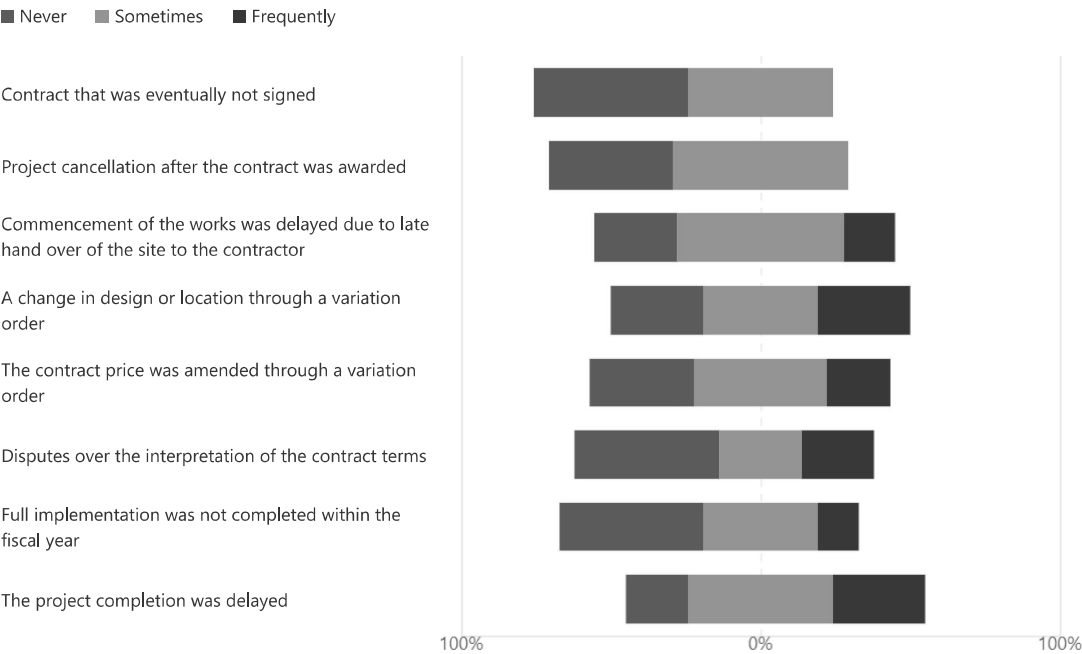
"financing and political engagement"

"NA"

3 respondents (10%) answered **political** for this question.



63. For the contract implementation phase, how often has your company experienced the following:



64. On average, how much longer than originally contracted did completion take (in percent)?



2 respondents (7%) answered **none** for this question.

not applicable

specific case

none

5

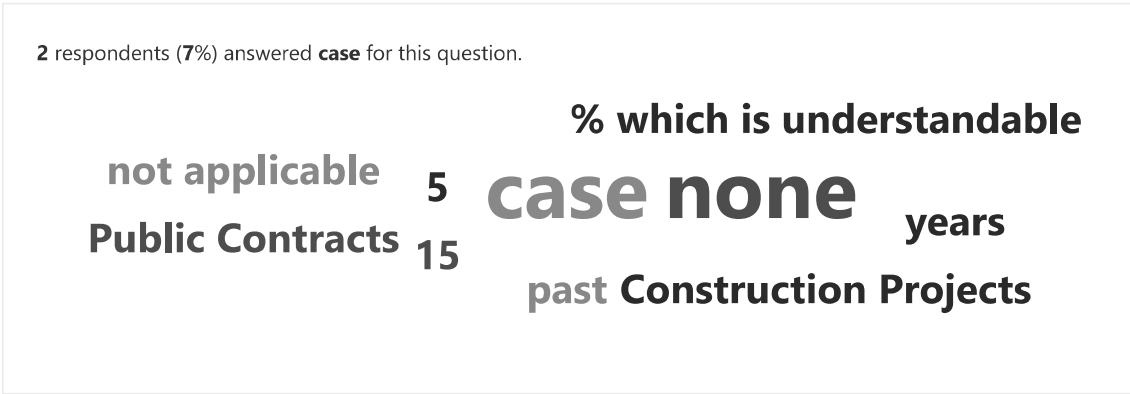
year delay

average

65. On average, how much higher were the total actual completion costs, compared to the originally signed contract (in percent)?

💡 Insights
29
Responses

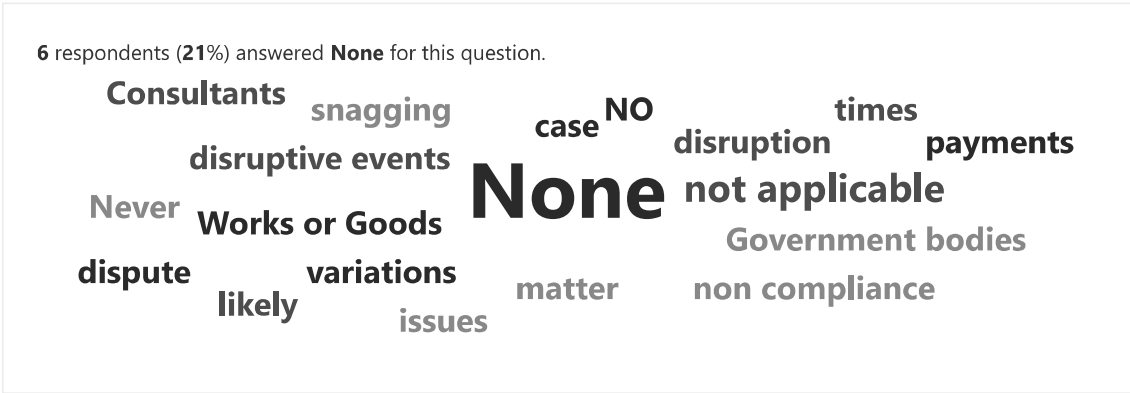
Latest Responses
"10-15% which is understandable for Construction Projects"
"5to10%"
"10-15%"



66. For which share of these delayed project completions, was payment rejected for your company because the Government claimed the delivered Works or Goods did not meet specified standards?

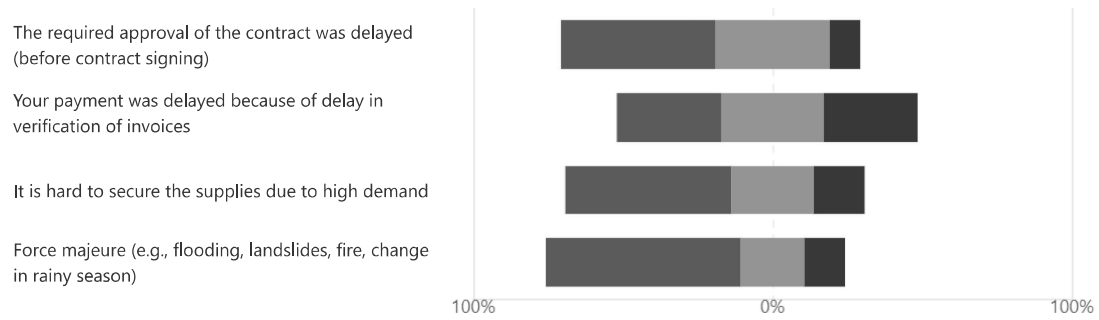
💡 Insights
29
Responses

Latest Responses
"None"
"none"
"NA"



67. In your view, how often do the following factors lead to delays in contract implementation?

■ Rarely ■ Often ■ Very Often



Request for Assistance for an Assessment of the e-Procurement System of Mauritius

Introduction

The Procurement Policy Office (PPO) requests the assistance of the African Development Bank (ADB) for an assessment of the national e-Procurement System of the Mauritius using the latest version of the MAPS methodology. This document provides an overview of the e-Procurement System implemented in Mauritius and details about the assistance required.

Overview of the e-Procurement System

The e-Procurement System (e-PS) is a national IT project to digitise all public procurement processes in the Republic of Mauritius. Setup and managed by the Procurement Policy Office (PPO), the e-Procurement System is a web based platform (<https://eproc.publicprocurement.govmu.org>) that enables public bodies to prepare their invitation for bids, receive bids, evaluate bids and notify bidders of award online. Similarly, bidders use the system to prepare and securely submit their bids online using a Digital Signature Certificate (DSC) which provides encryption of the bid data and authentication of the submission, maintaining integrity and confidentiality of the bid data. The DSC can be bought online through a website setup by the certification authority and is available to local and international bidders. The e-Procurement System is hosted at the Government Online Centre which provides 24/7 availability of the system, hence making government open to business 24/7 to both local and international suppliers.

The objectives of the e-Procurement System are to improve the way suppliers do business with government by bringing efficiency, speed, cost savings, transparency and accountability to public procurement processes. For example, in 2014, public procurement totalled Rs 16.7 Billion (this statistic does not include procurement exercises below Rs 100,000), with 32,290 bids received. However, only 65% of the bids received were responsive. Non-responsive bids represent potential loss of value to government and frustration among bidders. We expect the percentage of non-responsive bid to reduce substantially in the e-Procurement System as the latter guides the bidder during the bid preparation stage, thus reducing the risk of non-responsive bids due to missing information or missing process. Furthermore, a lack of transparency has often been attributed to public procurement processes. With the advent of the e-Procurement System, users of the system are assigned specific roles with all the workflows and processes accounted for through Management Information System reports and System Audit Trails, thus improving transparency and accountability.

Software development of the e-Procurement System started in January 2014, with successful launching of the first e-Tender by Mauritius Police Force on 28 September 2015. Since, 15 public bodies have embarked on the e-Procurement System, and processed more than 150 e-tenders, with an estimated contract value of 3.2 Billion MUR.

This was achieved despite limited resources, technical and operational challenges. Currently, the project is at warranty stage, with a 5 year maintenance period set to start on 1st August 2018. Onboarding of public bodies on the e-Procurement System is an ongoing activity, which the Procurement Policy Office (PPO), has developed and routinized through a 6 weeks programme. In that programme, the Public Body is assigned a Single Point of Contact (SPOC) at PPO, the e-Readiness of the public body is assessed, PPO officers train e-PS users at the Mauritius Civil Service College and PPO facilitators provide hand-holding support during the first couple of e-tenders. Overall, an e-Procurement Help Desk setup at PPO, provides technical support to bidders via e-mail, telephone or remote desktop intervention, with ongoing training sessions provided throughout the year. The e-Procurement System also caters for bids from international bidders with PPO providing self-training videos on Youtube and technical support through the e-Procurement Help Desk.

With 204 public bodies in the Republic of Mauritius, the aim is to achieve the critical mass of public bodies involved in public procurement in two years' time. That is when the tangible benefits in the implementation of the e-Procurement System will be visible in terms improvement of efficiency, speed, transparency, cost savings and accountability public procurement operations.

Assistance in carrying an assessment using MAPS

Continual Service Improvement is a key principle in IT Service Management and ISO standard. Thus, as a public body that espouse such principle, PPO is keen to start the process of identifying means to improve the e-Procurement System deployed. Hence, an assessment of the current e-Procurement System becomes the first step towards that objective.

MAPS (Methodology for Assessment of Procurement Systems) is a harmonised framework for countries to evaluate their public procurement systems. MAPS is developed by OECD in partnership with international bodies like ADB and World Bank. Using the second revision of the MAPS framework which will be finalised by end of 2017, would provide ADB an opportunity to carry out its first assessment of an e-Procurement System in Africa. Multiple and mutual benefits would arise out of this assignment namely:

- 1) Dissemination of the progress that Mauritius and indirectly the African continent, is making towards e-Procurement,
- 2) Identification of our weaknesses and the areas where we can improve our services so that we can climb higher up on international indexes in terms of ease of doing business or public sector reform which are non-trivial factors affecting foreign direct investments and
- 3) Enabling ADB and other stakeholders on the MAPS development to fine tune the MAPS tool for the African context which will be beneficial to other forthcoming assessments.

What is required?

The assistance requested from ADB would be on two fronts.

1. Firstly, to provide to PPO, the services of a consultant who will be recruited by ADB to carry out the assessment the e-Procurement System using the updated MAPS framework (2017 version). This will also involve an assessment of the Procurement System in Mauritius in general. The consultant will a priori submit a project plan to be finalised jointly by ADB and PPO with the following milestones:

- a. Data gathering
 - b. Fact finding missions: in person-meetings with stakeholders
 - c. Validation workshop: discussing preliminary findings and recommendations with all stakeholders
 - d. Present findings in a report detailing the assessment.
2. Secondly, to organise a regional forum in Mauritius to present highlights of the assessment in order to assist other African countries embarking on the e-Procurement route.

The time frame for this assignment is 3 months with an estimated cost of 150,000 USD.

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