MAPS assessment of public procurement in Moldova

Main findings and recommendations

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Moldova MAPS - a three-year journey

- Late 2017 – Preparation/Application
- Early 2018 – Approval
- October 2020 – MAPS report
- March 2021 – Project Closing
What went well

- Full and continuous implication and support from the Government of Moldova
- High interest from public sector, including control bodies
- High interest from the private sector and NGOs
- Good quality feedback on public procurement received from all stakeholders
- High level of participation during consultation workshops
- Openness of data holders to provide data
Challenges

✓ Timing
✓ Quality of data
✓ Many holders of data at the central level
The Four Pillars

✓ Pillar I: Legislative and Regulatory Framework
✓ Pillar II: Institutional Framework and Management Capacity
✓ Pillar III: Procurement Operations and Market Practices
✓ Pillar IV: Accountability, Integrity and Transparency
Things to keep in mind

✓ As presented in the approved MAPS assessment report
✓ Reflect status at the end of the assessment (mid-2020)
✓ Basis for high level policy review and reform decisions
✓ Some measures already taken, others being worked on
✓ Need for strategy finalisation, resource mobilisation and implementation management
Legislative and regulatory framework

Key findings:

• Primary legislation aligned; secondary partly outdated
• E-procurement system lacks some procedures & criteria
• Standard docs detailed, rigid; limit value for money
• Publishing not conducive to easy access, search, analysis

Recommendations:

• Update and revise as needed
• Match e-procurement with what the law allows
• Simplify use; facilitate focus on outcomes
• Publish on central website, in machine readable format
Institutional framework and management capacity

Key findings:
• Annual cycle limits smooth operation, longer term focus
• Contracting authority duties & abilities mismatched
• “Working groups” lack first hand focus on procurement

Recommendations:
• Adjust rules so as to allow regular, continuous work
• Reduce CA numbers, ensure minimum skills & resources
• Set up dedicated, permanent procurement function in CAs
Institutional framework and management capacity

**Key findings:**
- Procurement profession not recognised, no specialisation
- Few framework agreements, little centralised purchasing
- Procurement data incomplete, weak policy making evidence

**Recommendations:**
- Recognise profession, define positions & requirements
- Determine scope & approach, implement as suitable
- Use e-procurement system for full data generation
Procurement Operations and market practices

Key findings:
• Actual practices & skill gaps little known: needs unclear
• Participation barriers little known: difficult to address
• Weak public procurement skills & capacity
• Weak knowledge of supply market, sustainability scope

Recommendations:
• Monitor practices; use for focused info, tools & training
• Identify barriers; fix policies & practices to raise trust etc.
• Determine, address capacity building needs
• Consider procurement when framing development policy
Accountability, integrity, transparency

Key findings:
• Civil society interest not matched by data accessibility
• Many supervision bodies; gaps, overlaps in duties
• Internal audit well regulated but not yet put into practice
• Little external audit focus on outcomes; weak follow-up

Recommendations:
• Facilitate CSO monitoring, observe consultation rules
• Harmonise roles; give more effect to remedies, sanctions
• Intensify internal audit roll-out, include procurement
• Focus on performance audits, stronger enforcement
Accountability, integrity, transparency

Key findings:
• Risk of conflicting signals from supervisory authorities
• Measures against corruption & fraud not clear & effective
• Debarment inefficient; lack of supplier performance data

Recommendations:
• Institutionalise consultations on interpretation, measures
• Raise transparency of review, strengthen enforcement
• Revise debarment system; publish supplier performance data
Acknowledgements