

Webinar

MAPS Assessment of Greece

12 October 2023

14h00 CET



Submit your questions
via the Zoom chat

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using #mapsgreece



Opening Remarks

Janos Bertok

Deputy Director, Public Governance Directorate,
OECD



Opening Remarks

Theodoros Galanis
Policy Officer, DG REFORM



Findings and recommendations of the MAPS assessment

Paulo Magina

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Costanza Caputi

Policy analyst, Infrastructure and Public Procurement Division, OECD



MAPS Assessment in Greece

Findings and recommendations

Launch Webinar

12 October 2023

Paulo Magina and Costanza Caputi
Infrastructure and Public Procurement Division
OECD



Agenda

- 1 Project overview and overall findings
- 2 Highlights: institutional reform and governance, e-procurement, professionalisation & capacity
- 3 Outlook



Project overview and overall findings

Scope of MAPS: Public procurement of any kind

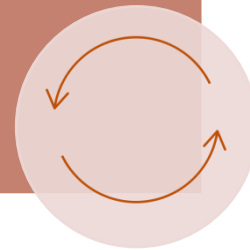
- For all public procurement systems
- At any level of government
- For any country, regardless of the level of development

UNIVERSAL



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

A REFORM TOOL

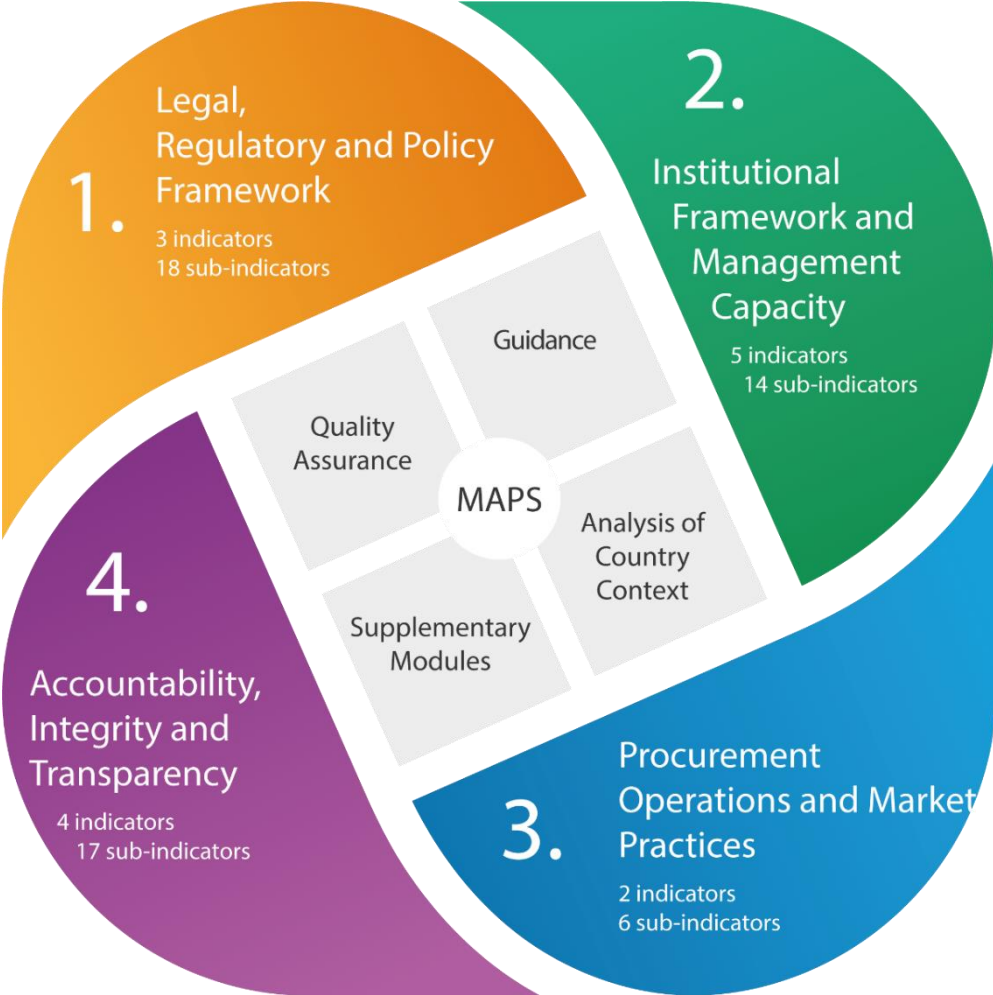


- Using objective and comprehensive indicators
- Engaging various stakeholders
- Guaranteeing the highest standard through a quality assurance mechanism

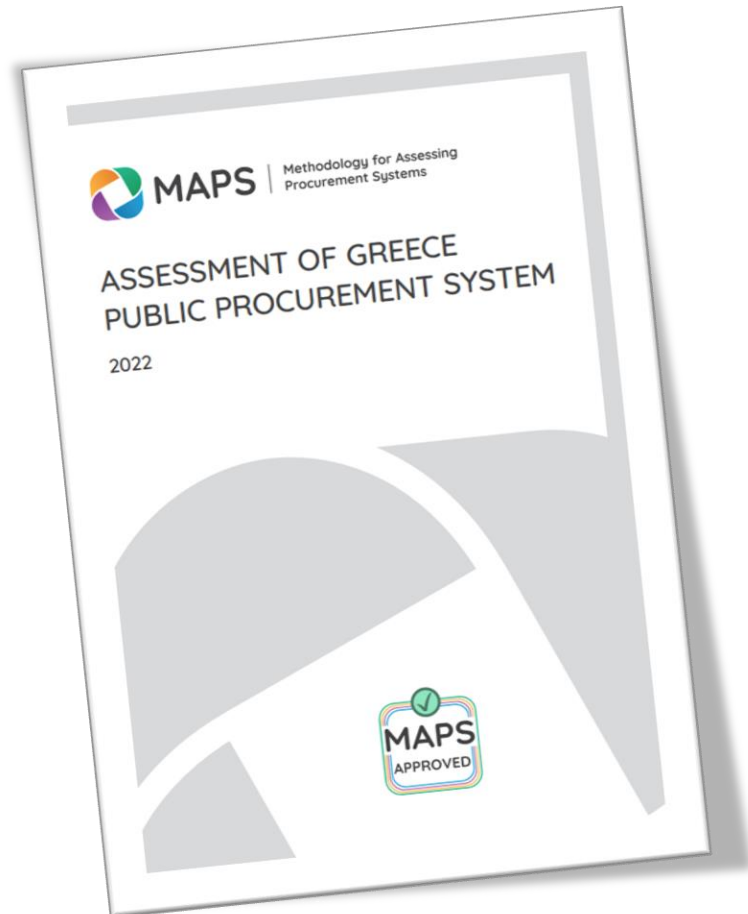
A RECOGNISED ASSESSMENT



Elements of MAPS core methodology



Core MAPS assessment in Greece



Quick facts

- Country name: Greece
- Year of assessment: 2019-2022
- Country procurement volume: EUR 3.2 billion (2021)
- Public procurement as share of GDP: 12.4% (2021)
- Principal organisation: Hellenic Single Public Procurement Authority (HSPPA)
- Main partners: OECD, European Commission
- Report available [here](#)

Project stakeholders

Public procurement policy	<ul style="list-style-type: none">• HSPPA
Public buyers	<ul style="list-style-type: none">• General Directorate for Commerce, EKAPY (health CPB), various ministries and municipalities
Private sector	<ul style="list-style-type: none">• Business association (SEV), Association of Greek Contracting Companies (SETE), Association of Technical Companies of the Highest Classes (STEAT)
Control and audit authorities	<ul style="list-style-type: none">• National Transparency Authority, General Directorate for Financial Audits, Supreme Audit Institution
Training institutions	<ul style="list-style-type: none">• INEP (training institute), EKDA (National Centre for Public Administration), Centre for Law KDEOD
Civil society	<ul style="list-style-type: none">• Transparency International Greece, Open Contracting Partnership

Consistent reform activity since the 2010s

- Streamlining of legal framework in alignment with EU Directives
- Creation of Hellenic Single Public Procurement Authority (2011)
- Introduction of e-procurement system (2011)
- Creation of Public Procurement Review Body AEPP (2015)
- Creation of the National Transparency Agency (2019)
- Regulatory and institutional reforms in 2021-2022

Overview of findings

Pillar I

- Overall compliance with MAPS derives from EU Directives
- Stability of legal framework challenged with 'ex post' legalisation
- New policy framework on sustainability (GPP)

Pillar II

- Normative and regulatory functions assigned with some fragmentation
- E-procurement system in place with user-friendliness gaps
- Limited usability of data and data gaps
- Structural inefficiencies of health CPB
- Monitoring of PP performance

Pillar III

- Gaps throughout the procurement cycle
- High use of lowest price and strong prevalence of single bid
- Slow award processes
- Late payments
- Little evidence for implementation of sustainability
- SME able to access PP

Pillar IV

- Limited access to procurement info
- Weaknesses in control framework
- Shortcomings of anticorruption framework
- Limited support to procurers with integrity
- Lack of data and statistics
- Limited effectiveness of follow up on disclosures



**Highlights:
Institutional reform
and governance**

Context: procurement reforms in Greece

- Two major procurement reforms occurred during the assessment period
- The precise impacts of the institutional reform have not been assessed

Regulatory reform

- L.4782/2021 published in March 2021
- Main objectives:
 - Digitalisation – lower thresholds for e-procurement
 - Simplification – simpler rules for very low value procurements; increased thresholds for direct awards
- Reform of the entire procurement system

Institutional reform

- Institutional framework reformed in March 2022 (L. 4912/2022)
- Merger of HSPPA with review body AEPP

Overview of 'new' HSPPA

Regulatory / normative function

- Develop and promote the national strategy, policy and actions on public procurement
- Improve the legal framework of public procurement
- Monitoring compliance by public bodies and contracting authorities

Review function

- First instance review body for procurements valued at more EUR 30,000
- Total decision-making time: 60 days

Financially independent

Directors and Chairpersons must have experience with public procurement law (retired judges)

Indicator 5 - The country has an institution in charge of the normative/regulatory function

Findings

- Normative and regulatory functions are clearly assigned, but shared across multiple institutions
- Recent institutional changes do not appear to alter the regulatory/normative function

Gaps

- Inefficiencies related to the overall institutional architecture:
 - Several ministries hold primary legislative competence
 - Fragmentation of competences in the e-procurement domain
 - Professionalisation and advice competences also fragmented

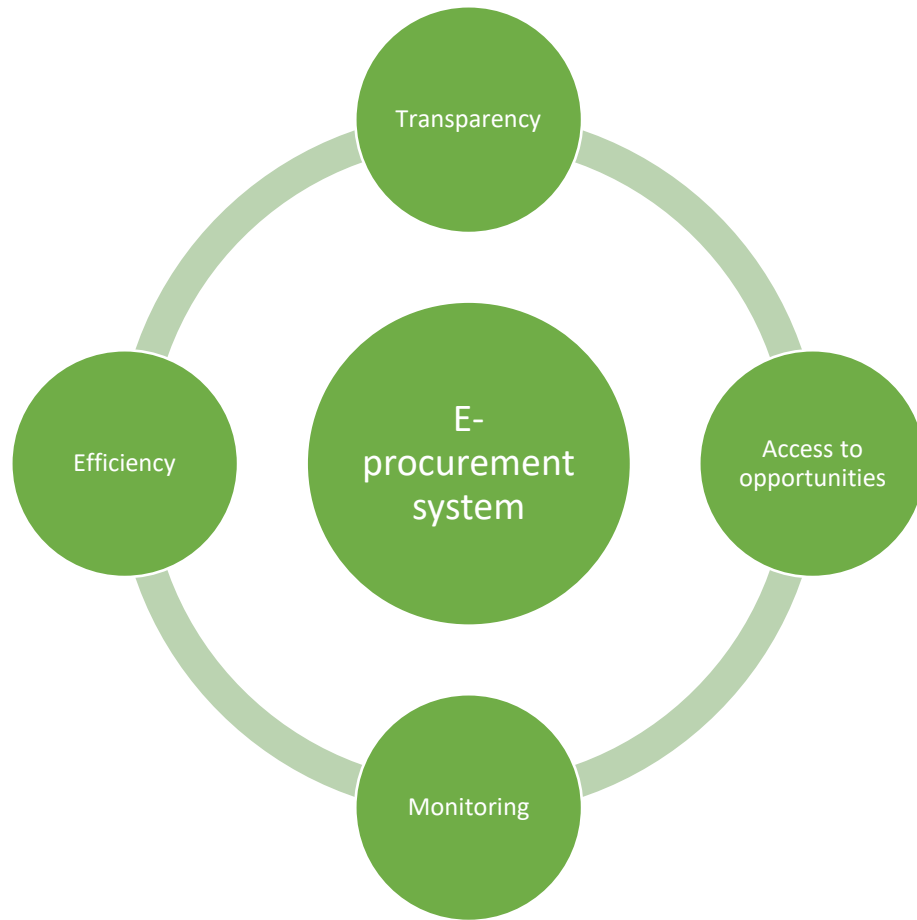
Recommendations

- Increase the efficiency and effectiveness of the normative and regulatory function for public procurement
 - Reduce institutional fragmentation in relevant policy areas



**Highlights:
E-procurement**

E-procurement in MAPS



Indicator 7: Public procurement is embedded in an effective information system.

7(a) – Publication of public procurement information supported by information technology

7 (b) – Use of e-Procurement

7(c) – Strategies to manage procurement data

Indicator 11 - Transparency and civil society engagement strengthen integrity in public procurement

11(b) – Adequate and timely access to information by the public

Indicator 7 - Public procurement is embedded in an effective information system

Findings

- E-procurement system composed of contract registry KIMDIS, procurement platform ESIDIS and National Public Procurement Database
- Expansion of e-procurement use: threshold for mandatory e-procurement was lowered to EUR 30,000 (from 60,000)

Gaps

- Fragmentation in the management of the e-PP platforms
- Incomplete functionalities of the e-procurement system (not covering the full procurement cycle)
- Lack of open data format and limitations in quality of procurement information
- Limited interoperability between ESIDIS and KIMDIS

Indicator 11 - Transparency and civil society engagement strengthen integrity in public procurement

Findings

- Information published on e-procurement system and transparency portal Diavgeia

Gaps

- Format of publically available information does not facilitate civil society engagement

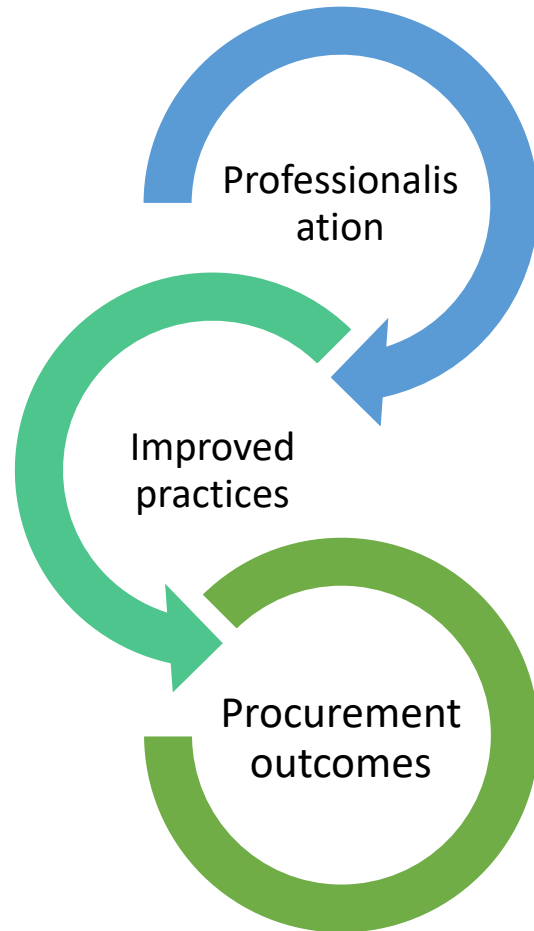
Recommendations

- Streamline the e-procurement and information system
- Enhance the collection, processing and storage of procurement data to gather insights into procurement performance
- Ensure that effective mechanisms are in place for compliance with transparency requirements (upload to KIMDIS)
- Facilitate access to public procurement information



**Highlights:
Professionalisation &
capacity**

Professionalisation and capacity in MAPS



Indicator 8 - The public procurement system has a strong capacity to develop and improve.

8(a) – Training, advice and assistance

8(b) – Recognition of procurement as a profession

Indicator 9 - Public procurement practices achieve stated objectives.

Indicator 8 - The public procurement system has a strong capacity to develop and improve

Findings

- Several bodies involved in professionalisation: HSPPA, training institutions (EKDA, KDEOD)
- Action plan on professionalisation foreseen by new Public Procurement Strategy 2021-2025

Gaps

- Lack of strategic approach to professionalisation:
 - Procurement not recognised as a specific function
 - No coherent approach to training implemented yet

Indicator 9 - Public procurement practices achieve stated objectives (1/3)

9a – Planning

Findings

- Market consultations foreseen by legal framework
- Available procurement templates are useful for contracting authorities
- Limited evidence on use of sustainability criteria

Gaps

- Limited focus on needs and market analysis; challenges in the definition of requirements
- Poor planning expressed by private sector stakeholders
- Limited evidence on use of outcome-based specifications (functional specifications)

Indicator 9 - Public procurement practices achieve stated objectives (2/3)

9b – Selection and contracting

Findings

- Implementation of efficiency tools by the CPB
- Process of bid submission and award carried out in compliance with the law, transparency requirements met
- Tender committees set up with members of the technical staff

Gaps

- Development of procurement documents poses challenges
- Tender specifications overly specific, e.g. health
- Detected irregularities in the choice of procurement methods
- Limited use of advanced procurement methods, including framework agreements
- Limited use of MEAT criteria
- Slow award procedures compared to EU average

Indicator 9 - Public procurement practices achieve stated objectives (3/3)

9c – Contract management in practice

Findings

- Supervision, quality control and final acceptance carried out by Monitoring and Acceptance Commission
- ESIDIS contract management system is not mandatory, and used little in practice
- Statistics on public procurement can be extracted from ESIDIS and KIMDIS, but are not user-friendly

Gaps

- Contract modifications occur frequently
- Delays in contract implementation, particularly in works
- Payment delays, and ex post legalisation to unblock payments
- Gaps in compliance with publication requirements (timely upload of contracts on KIMDIS)
- Shortcomings in record keeping (scattered records, no machine-readable data)

Recommendations

- Recognise procurement as a specific function in the public administration and develop a comprehensive training strategy
- Train public buyers along the procurement cycle including planning, using Most Economically Advantageous Tender (MEAT) criteria and complex procurement techniques, manage contract implementation
- Enhancing the skills of practitioners with regards to designing procurement documents and technical specifications, including functional specifications
- Mainstream mechanisms to monitor contract implementation
- Address payment delays through full digitalisation



Outlook

What's next?

- Public procurement reform is a priority in the Greece's Recovery and Resilience Plan (RRP)
- Strong alignment between priorities identified in MAPS and the Greek National Strategy for Public Procurement 2021-2025
- The new institutional framework is in place to carry out key reforms

Thank you!

The view from Greece

Vassiliki Skartsouni

Member of the Board, Hellenic Single Public
Procurement Authority



Q&A and closing remarks

Nicolas Penagos

Head of the MAPS Secretariat



Q&A and closing remarks

Read the full MAPS assessment report:

<https://bit.ly/MAPS-greece>

For more information on **MAPS:**

www.mapsinitiative.org

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