

*Webinar*

## MAPS assessment of **Tanzania**

10 April 2025  
16:00 Dodoma /  
15:00 Paris



The background image shows a savanna landscape with several large, mature acacia trees with thick, gnarled trunks and sparse, dry foliage. The ground is covered in dry, yellowish grass. A central orange rounded rectangle contains white text and a logo.

Submit your questions via the  
[Zoom Q&A](#)



# Opening remarks

Tanvir Hossain

Senior Procurement Specialist  
World Bank



# Opening remarks

**Dennis K. Simba**

Director General, Public Procurement  
Regulatory Authority  
Tanzania



# Findings and recommendations

**Raymond Joseph Mbishi**

Senior Procurement Specialist and Task Team Leader of  
the MAPS assessment  
World Bank





# Tanzania – Mainland MAPS - milestones

The Concept Note cleared by the World Bank	October 31, 2023
Launch Workshop	December 14, 2023
The Concept Note cleared by the MAPS Secretariat and ATAG	April 15, 2024
MAPS report cleared by the World Bank	June 24, 2024
The Government endorsed the report	January 28, 2025
MAPS Seal of Approval	February 19, 2025
MAPS report published	February 2025

# Pillar I: Key Findings and Recommendations

## Key Strengths

- ❑ The framework for procurement laws and regulations is designed to comply with international commitments while maintaining the core principles of procurement.
- ❑ The legal framework regulates all procurement categories and PPPs under a clear and hierarchical legal structure.
- ❑ The procurement methods and thresholds are well specified including international bidding.
- ❑ The functions for undertaking contract management are clearly defined and responsibilities are clearly stated.
- ❑ All PEs in Tanzania are required to publish all procurement opportunities in NeST and the sample analysis showed that this is generally the case.
- ❑ The legal framework mandates all Procuring Entities to use e-procurement (NeST).
- ❑ The Legal framework clearly establishes the right of bidders to challenge decisions.

# Pillar I: Key Findings and Recommendations

Key gaps	Recommended Improvements
The exclusion of cabinet decisions from the application of the public procurement law on matters pertaining to public contracting.	Amend PPA 2023 to remove exclusion to ensure that the public procurement covers all procurements using public funds
There are no procurement tools/guidelines for rated criteria evaluation methods in cases of Goods, Works and Non-Consulting Services.	Develop procurement tools (eg. standard bidding documents and evaluation guidelines) for rated criteria to operationalize non-price attributes in procurement processes and capacity building on its application.
While there is recognition of SPP in the public procurement legal framework, the absence of a fully developed and implemented SPP policy and implementation tools hinders the operationalization of sustainable public procurement.	Develop strategy, tools and amendments to existing procurement laws and regulations to ensure full integration of SPP procedures with a specific emphasis to Green Procurement to achieve net zero.

# Pillar II: Key Findings and Recommendations

## Key Strengths

- ❑ The public procurement system is integrated with the PFM system, and its roles and responsibilities are clearly defined and assigned.
- ❑ e-GP system (NeST) is in place and it's mandatory for all public bodies.
- ❑ The country public service recognizes procurement as a profession by establishing the PSPTB in 2007 through the Act of the Parliament No. 23.
- ❑ The country has a well-established centralized procurement function in charge of consolidated procurement, framework agreements or specialized procurement.
- ❑ The country has established and consistently applies a performance measurement system that focuses on both quantitative and qualitative aspects.

# Pillar II: Key Findings and Recommendations

Key gaps	Recommended Improvements
There was no centralized online portal to publish procurement plans, notices, contract awards, and contract implementation	Improve NeST to capture, publish, and produce reports on procurement from the planning stage to the contract closure stage
NeST has the capacity to capture information and store in an OCDS format but not published in a machine-readable OCDS format.	Improve NeST to publish the data on all stages of the procurement processes in a machine-readable OCDS format
No data were provided to establish the percentage number and value of the procurement activities processes in e-procurement system (KPI)	NeST to be improved to include and generate data on the KPIs of the procurement system
A third-party system audit has not been carried out to identify system vulnerabilities and risks to take appropriate risk mitigation measures	A third-party IT system audit to be conducted to identify system vulnerabilities and risks
Training on the use of NeST has not been widely provided to all staff in Procuring Entities.	More financial resources to be deployed for building the capacity of the NeST users

# Pillar III: Key Findings and Recommendations

## Key Strengths

- ❑ Competitive tenders are generally preferred, and competition levels is adequate – NCB and ICB with an average of 8 bids.
- ❑ Most of the PEs comply with the requirement of using the standard tender documents prepared by PPRA – 92 cases of 100 analyzed.
- ❑ About 71 percent of the firms that responded to the survey appreciate that there are no major systemic constraints inhibiting the private sector's access to the public procurement market.
- ❑ Multi-stage procedures are used in complex procurements.
- ❑ Procurement methods are chosen, documented, and justified.
- ❑ The government has programs to help build capacity among private companies.
- ❑ The private sector is competitive, well-organized, willing and able to participate in the competition for public procurement contracts.

# Pillar III: Key Findings and Recommendations

Key gaps	Recommended Improvements
Cost estimates in the PP are unrealistic – contract prices are higher than the budget (33 cases) and below budget (57 cases)	PPRA to develop cost estimate module in NeST.
Only 2% of procuring entities comply with the legal requirement of setting 30% of their annual procurement to special groups	PPRA to follow up through NeST and procurement audits conducted each year to ensure compliance.
Inefficiencies in processing procurement activities by the procuring entities	Increase efficiency (PFMRP) and develop an automated bid evaluation module in NeST.
Inadequate contract management – sample analysis contract implementation more than 130% compared to initiation contract duration.	Procuring entities to meet their contractual obligations (adequate design, site handover, advance payment etc)
Delays in paying the vendors as per the terms of the contracts (PPRA's and CAG's reports)	Payments should be processed and paid in line with the terms of the contract. <b>NeST was not interlinked with the budget and accounts systems</b>

# Pillar IV: Key Findings and Recommendations

## Key Strengths

- ☐ Consultative approach is followed when formulating changes in the Public Procurement Act and Regulations.
- ☐ Adequate and timely access to information by the public.
- ☐ The system establishes a comprehensive control framework, including internal controls, internal audits, external audits, and oversight by legal bodies.
- ☐ Legal definition of prohibited practices, conflict of interest, and associated responsibilities, accountabilities, and penalties.
- ☐ The country has in place a comprehensive institutional anti-corruption framework and a National Anti-Corruption Strategy and Action Plan.
- ☐ There is a code of conduct or ethics for government officials and tenderers.

# Pillar IV: Key Findings and Recommendations

Key gaps	Recommended Improvements
There are gaps in effectively implementing and coordinating anti-corruption efforts WOs	Enhance coordination and collaboration among the involved WOs to ensure the effective implementation of anti-corruption measures
There is no evidence to conclude that civil society contributes to shape and improve integrity of public procurement.	Establish structured mechanisms for systematic collection, analysis, and utilization of feedback and input from CSOs in shaping and improving integrity in public procurement.
There are no specific trainings on integrity for stakeholders.	Develop and deliver special training programs on the integrity for a wider range of procurement stakeholders.
There is no provision in the procurement legislation that empowers CSOs to exercise social audit and control in the procurement process.	Improve transparency and accessibility of procurement information to facilitate greater citizen engagement and participation in social audit and control.
Insufficient transparency and accountability in the monitoring and evaluation of potential conflicts of interests by public officials	Amend the Code of Ethics and Conduct for Public Officers and Tenderers 2021 to include financial disclosure forms and information on beneficial ownership.

# The way forward

**Happiness k. Mugyabuso**

Principle planning officer – Planning and coordination  
Public Procurement Authority  
Tanzania



# What we did and achieved since MAPS July 2024



- In consultation with the World Bank, we prepared an action plan to implement MAPS' recommendations.
- Other actions/initiatives that have been undertaken by PPRA including:
  - The PPA, No.7 of 2011 was repealed and replaced by the PPA, No.10 of 2023 which became effective from 17 June 2023. Also, the PPR, GN. No. 448 of 2013 was replaced by the PPR, GN. No. 518 of 2024 which became effective from 1st July 2024. Both the PPR No. 10 and its Regulations address among other things, SPP matters as well as emphasizing green procurement.

For instance, sec. 5(3)(c) and 101(1) of the PPA, No. 10 of 2023 provide for a mandatory requirement for procuring entities to implement; sustainable development and protection of the environment as well as sustainable procurement in the management of goods, supplies or assets;



# What we did and achieved since MAPS July 2024

actions/initiatives .....

- Unlike in the repealed PPA, No. 7 of 2011 which allowed for partial use of electronic system in public procurement, the new PPA, No. 10 of 2023 makes it mandatory. The new Act requires PEs to ensure that, procurement, supply and disposal of assets functions are implemented and reported through NeST. The exception to that, its where NeST is out of service, the situation in which the Authority must issue a guidance notice to NeST users and the public at large. This legal mandate is provided for under sec. 73 of the PPA, No. 10 of 2023;
- The Authority is in the process of reviewing and building in NeST the standard bidding document for Large and Medium Works for International Competitive Bidding (ICB) from the World Bank, with the aim of incorporating additional procurement methods as recommended in the World Bank findings.
- Two Guidelines for the implementation of SPP requirements have been developed and are in use from 23rd January, 2025. The Guidelines are available at the PPRA Website. i.e The General Guidelines for Sustainable Public Procurement, 2025 and Guidelines for Application of Preference Schemes in Public Procurement;

# What we did and achieved since MAPS July 2024

actions/initiatives .....

- Forty-three (43) standard tender documents available in NeST have been reviewed to include and, in some documents, to improve the environmental and social requirements, including preference schemes requirements. Tender documents with SPP requirements are expected to be used from July 2025.
- Conducted awareness training on the Public Procurement Act Cap 410, basic demonstration of the NeST application and aspects of Sustainable Public Procurement to a Special Groups capacitating a total of 461 participants;
- Trained PPRA officers on sustainable public procurement best practices and requirements. The training was conducted in October, 2024;
- In collaboration with Tanzania Women Chamber of Commerce (TWCC) the Authority Conducted group training to economic operators in Dar es salaam on the legal opportunities provided by the PPA through a preferential scheme; and
- Tools for monitoring the 30% allocation of procurement funds allocated to special groups have been developed.



# WB Support - PFM and Service Delivery Program - 1

<b>Pillar I - Sustainable public procurement:</b> Develop, promote, and implement SPP to ensure green, social, and economic benefits	Implement SPP in public procurement within a set deadline, starting with a pilot with a few key PEs (phased approach) - \$ 4 million	10% - July 2024 to June 2025 25% - July 2025 to June 2026 50% - July 2026 to June 2027 75% - July 2027 to June 2028
<b>Pillar I - Sustainable public procurement</b>	Carry out a market assessment of the current capacity of women-owned enterprises followed by the implementation of a capacity development program - \$0.5 million	The contracts awarded through NeST (e-GP system) by procurement agencies in Mainland to the women-owned SMEs has reached at least 5% of the total contracts awarded in NeST in 2028.
<b>Pillar I - Sustainable public procurement</b>	Implement targeted awareness and capacity-building programs for all procurement officials and relevant stakeholders on SPP principles, benefits and practices – \$ 4 million.	

# WB Support - PFM and Service Delivery Program - 2

<b>Pillar II - Public Procurement Cycle: Improve the effectiveness and efficiency of the public procurement cycle</b>	Enforce legal requirement of mandatory use of NeST and remedies for all public procurement in a phased approach – \$ 5 million	Share of procurement in Mainland that Pes processed through NeST: 10% - July 2024 to June 2025 25% - July 2025 to June 2026 50% - July 2026 to June 2027 75% - July 2027 to June 2028
<b>Pillar II – Monitoring and oversight: Ensure the efficiency and effectiveness of the public procurement system</b>	Develop into NeST system-generated red flags on the indication of wrongdoing or fraud and corruption using artificial intelligence - \$ 5 million	
<b>Pillar II – Monitoring and oversight: Procurement information supported by information technology</b>	Ensure publication of data from the different stages of the procurement processes into NeST in machine readable OCDS format allowing easy download and viewing by interested users in a phased approach - \$ 5 million	25% - July 2024 to June 2025 50% - July 2025 to June 2026 75% - July 2026 to June 2027 90% - July 2027 to June 2028
<b>Pillar II – Monitoring and oversight: Strategy to manage procurement data</b>	Conduct a third-party IT system audit (NeST) periodically to identify system vulnerabilities and risks - \$5 million	
<b>Pillar II &amp; IV – Monitoring and oversight and enforcement and follow-up on the audit findings and recommendations</b>	Develop a procurement audit module in NeST to enable internal and external audits, powered by artificial intelligence and machine learning - \$ 5 million	

# WB Support - PFM and Service Delivery Program - 2

<b>Pillar III - Improve the effectiveness and efficiency of the public procurement cycle:</b> Procurement planning and the budget cycle	Enforce legal requirement of mandatory use of NeST and remedies for all public procurement in a phased approach - \$ 5 million	Share of procurement in Mainland that PEs processed through NeST: 10% - July 2024 to June 2025 25% - July 2025 to June 2026 50% - July 2026 to June 2027 75% - July 2027 to June 2028
<b>Pillar III</b>	Develop a fully automated bid evaluation module with workflow - \$ 3 million	The contracts awarded through NeST (e-GP system) by procurement agencies in Mainland to the women-owned SMEs has reached at least 5% of the total contracts awarded in NeST in 2028.
<b>Pillar III</b>	Increase the efficiency in average processing time for the procurement cycle - \$ 3million	Baseline – 234 days By 2027 – 150 days By 2028 – 120 days
<b>Pillar III</b>	Develop a supplier's module that will provide automated post-qualification data for bid evaluation and help in market analysis.	

# Action Plan to Implement MAPS' Recommendations

Pillar	Main actions	Priority	Timeline
<b>Sustainable public procurement: Develop, promote, and implement SPP to ensure green, social, and economic benefits</b>			
<b>Pillar I</b> <b>3(a): Sustainable Public Procurement (SPP)</b>	1. Develop strategy and amendments to existing procurement laws and regulations to ensure full integration of SPP procedures with a specific emphasis on green procurement to achieve net zero.	1	June, 2026
	2. Develop the SPP policy.	1	under preparation
	3. Develop SPP implementation tools, including, but not limited to, guidelines, bidding documents, and monitoring and evaluation framework, including a guidance note on green procurement.	1	June, 2026
	4. Create an SPP window in NeST to enable compliance monitoring, data tracking, and implementation performance measurement.	1	April, 2025
	5. Implement SPP in public procurement within a set deadline, starting with a pilot with a few key PEs (phased approach).	1	April, 2025
	6. Carry out a market assessment of the current capacity of women-owned enterprises followed by the implementation of a capacity development program.	2	December, 2025

# Action Plan to Implement MAPS' Recommendations – cont..

Pillar	Main actions	Priority	Timeline
<b>Public Procurement Cycle: Improve the effectiveness and efficiency of the public procurement cycle</b>			
<b>Pillar II</b> <b>4(a): Procurement planning and the budget cycle</b>	7. Interlink NeST with the budget and accounts and ensure publication of procurement plans to enable automatic calculation of the real-time implementation status in terms of budget utilization of ongoing and finished contracts.	1	June, 2025
	8. Enforce legal requirement of mandatory use of NeST and remedies for all public procurement in a phased approach.	1	Done
<b>Pillar III</b> <b>9(a): Planning</b>	9. Develop a cost estimation module in NeST.	2	June 2026
<b>Pillar III</b> <b>9(b): Selection and contracting</b>	10. Increase the efficiency in average processing time for the procurement cycle.	1	Continuous
	11. Develop a suppliers module that will provide automated post-qualification data for bid evaluation and help in market analysis.	2	June, 2025
	12. Develop a fully automated bid evaluation module with workflow.	1	Done
<b>Pillar IV</b> <b>13(a)(c): The body or authority (appeals body)</b>	13. Enhance the complaint and appeal management module in NeST to a fully-fledged system to enable notification to the appeals authority once a complaint is lodged to the PE, tracking and monitoring of implementation of its issued decision, and publishing the rulings.	2	Done

# Action Plan to Implement MAPS' Recommendations – cont..

Pillar	Main actions	Priority	Timeline
<b>Monitoring and Oversight: Ensure the efficiency and effectiveness of the public procurement system through the effective use of data and the strengthening of monitoring and oversight functions</b>			
<b>Pillar II - 5(b): Reregulatory function</b>	14. Develop into NeST system-generated red flags on the indication of wrongdoing or fraud and corruption using artificial intelligence.	2	June 2027
<b>Pillar II - 7(a): Publication of public procurement information supported by information technology</b>	15. Ensure publication of data from the different stages of the procurement processes into NeST in machine-readable OCDS format allowing easy download and viewing by interested users in a phased approach.	1	April 2025
	16. Establish a centralized online portal under NeST publishing procurement data in a data visualization format with charts, graphs, tables, which help the different stakeholders and CSOs understand the procurement outcome in a systemic manner.	2	April 2025
<b>Pillar II - 7(b): Use of e-Procurement</b>	17. Develop NeST to include and generate data on key performance indicators regarding the functioning of the procurement system.	1	June 2025
	18. Further develop the framework module under NeST to include an e-catalogue, buffer stock calculation, automated PO generation based on user needs, and delivery lead time.	2	June 2027
<b>Pillar II - 7(c): Strategies to manage procurement data</b>	19. Conduct a third-party IT system audit periodically to identify system vulnerabilities and risks and ensure the reliability for the system by implementing the appropriate risk mitigation measures.	1	June 2025
<b>Pillar II - 5(b)</b>	20. Develop a procurement audit module in NeST to enable internal and external audits, powered by artificial intelligence and machine learning.	2	Partially Done
<b>Pillar IV - 14(e): Stakeholder support</b>	21. Improve transparency and accessibility of procurement information to facilitate greater citizen engagement and participation in social audit and control.	2	June 2027

# Action Plan to Implement MAPS' Recommendations – cont..

Pillar	Main actions	Priority	Timeline
<b>Sustainable Capacity Development: Develop the capacity, capability, and integrity of procurement officials and other stakeholders to support the achievement of all other objectives</b>			
<b>Pillar I</b> <b>3(a): Sustainable Public Procurement (SPP)</b>	22. Implement targeted awareness and capacity-building programs for all procurement officials and relevant stakeholders on SPP principles, benefits, and practices.	1	June 2027
<b>Pillar IV</b> <b>12(d): Qualification and training to conduct procurement audits</b>	23. Develop an effective training program to increase the number of trainings and trained staff to meet the demand for qualified auditors in public procurement audits.	1	June 2025
<b>Pillar IV</b> <b>14(d): Anti-corruption framework and integrity training</b>	24. Develop comprehensive and mandatory integrity e-Learning training modules and require public officials to undertake such trainings on regular basis (for example, annually or every two years) and establish appropriate incentives to ensure uptake of the courses, such as designated audit and reporting and suspending access to NeST for noncompliant officials.	2	June 2026

# Challenges and Possible Solutions

## Challenges

- The need to continue conducting capacity building sessions on the legal requirement to use NeST and consequences for non-compliance so as to avoid undertaking punitive legal actions under the Act which need time and other resources (include funds and human resource);
- The need to disseminate the PPA, No. 10 of 2023 and its Regulations of 2024 to PE, Bidders and other Stakeholders;
- Knowledge gap among PPRA staff and PEs on SPP issues;
- Limited financial resources for facilitating development of implementation tools such as Guidelines, manuals, STDs etc; and
- Limited resources for conducting mass trainings and awareness programs to different categories of stakeholders.



# Challenges and Possible Solutions

## Solutions

- Solicit for necessary resources for continuous and sustainable capacity building sessions to PEs, Bidders and other Stakeholders on the legally mandatory requirement for use of the system in public procurement and consequences for non-compliance;
- Ensure availability of sufficient necessary resources (include funds and human resource) to enhance dissemination interventions on critical issues such as SPP, application of NeST, the PPA, No. 10 of 2023 and its Regulations of 2024; and
- Engaging multiple Development Partners to continue providing the technical and financial support on addressing gaps existing on procurement system of Tanzania.

# Q&A and closing

Jeppie Groot

MAPS Secretariat



Read the full MAPS assessment at:

[www.mapsinitiative.org/assessments](http://www.mapsinitiative.org/assessments)

Follow us on LinkedIn



MAPS Secretariat



MAPS