

Public consultation on the revision of the MAPS (summer / fall 2016)

Status: 12 December 2016

Overview:

A total of 25 comments were submitted via the public consultation website, the contact networks of the MAPS stakeholder group, both within their own organisations and outside, as well as from OECD committees.

Stakeholders submitting comments include:

- Countries (11 comments);
- Staff of international organisations (3 comments);
- International partnerships and Non-Governmental Organisations (4 comments);
- Individual consultants and experts (7 comments)

Commentators were located in Australia, Austria, Belgium, Bolivia, Canada, Columbia, Egypt, France, Georgia, Germany, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Spain, Switzerland, USA

The comments were of a high general quality and very constructive; some comments focussed on policy-related suggestions, some comments focused on the application of the MAPS.

Content of the comments:

Many comments transmitted the following, positive feedback:

- MAPS has become a universal tool; underlying considerations are adequate; inclusion of Value for Money (VFM) principle is important; recognition of importance of public procurement to contribute to public integrity and the Sustainable Development Goals (SDGs); inclusion of open contracting principles welcome; significant contribution to combating corruption
- The new MAPS addresses innovations that are highly relevant for procurement systems (e.g. Sustainable Public Procurement, contract management, professionalization, modern procurement methods)
- The new MAPS sheds light on current situation for a major part of public expenditure; one of the few effective tools available to financial partners to assess field situations and secure their financial flows
- The new MAPS is clear, detailed and robust; excellent ideas for supplementary modules
- Analysis of Country Context: useful; no single model for a public procurement system assumed; ownership
- Alignment with PEFA important
- Intention to establish a permanent MAPS Secretariat an important idea; peer reviews via secretariat could support quality assurance

Several suggestions focused on overarching policy issues, e.g.:

- Include provisions that make the new MAPS fit to be equally applicable and effective in small, fragile and conflict-affected states

- Expand on the contribution of public procurement systems to help implement SDGs 12 and 16, and Open Contracting Principles
- Address political economy issues, such as use of country systems by donors
- Consider further opportunities to link the tool with OECD Peer Reviews, reviews by the OECD Development Assistance Committee, etc.
- Look at public procurement as a cross-cutting issue: reflect on the coordination of assessments and development programs; apply a holistic and problem-driven, iterative approach
- Establish a strong and reliable MAPS Secretariat

Several comments suggested the following, detailed improvements:

- Tweak indicators and assessment criteria (mainly indicators related to the legal framework; newly introduced indicators, e.g. sustainable public procurement (SPP), info systems, transparency, open contracting/data; and the indicators related to integrity)
- Illustrate the red flags
- Improve clarity of some elements (definitions, harmonisation of expressions throughout the document, etc.)
- Work on the style (e.g., suggestion to follow the OECD Style Guide)
- Improve Spanish translation in some instances
- Consider some suggested additional assessment criteria related to SPP, professionalization, e-procurement and agency level – relevant for developing the MAPS supplementary modules

Annex: Detailed overview of comments received during public consultations (summer / fall 2016)

#	Positive comments	Main comments relate to...	Main suggestions	Suggestions in detail				
				Sec. I	Sec. II	Sec. III	Gloss.	Transl.
Countries (Governments/ Development Agencies)								
1	Update welcomed: Universal; Underlying considerations; Analysis of country context; No single model for public procurement system	Equal applicability and effective in small/fragile economies	Include guidance on what "good" might look like for countries with small budgets and very few dedicated or qualified procurement staff	No	No	No	No	No
2	- Excellent draft for very useful tool - Clearly outlines necessary steps - Addresses issues highly relevant for procurement systems - Very robust reflecting the considerable effort and time taken by those involved - Establishing a permanent MAPS Secretariat would be useful - Alignment with PEFA	1) Foreword: Sustainable Development Goals 2) Analysis of Country Context 3) Which modules will be developed? 4) Voluntary self-assessment tool? Or to be included in OECD Peer Reviews or evaluations related to the United Nations Convention against Corruption (UNCAC) or the GRECO (Group of States against Corruption)? 5) Platforms/ data to share results; Linkage to Global Partnership for Effective Development Cooperation and Effective Institutions Platform	1) Explain more in detail why/how good public procurement systems help to implement SDGs 12, 16. Better integrate cross-cutting issues (e.g. gender) 2) Mention principle of use of country systems 3) Ensure right balance goal-effort	No	No	No	No	No
3	Quality of the assessment, evidence based information	1) Ensure that MAPS provides evidence-based information and allows for tracking of progress over time. 2) Publication of MAPS results. 3) Need of a strong and reliable MAPS Secretariat. 4) Reflect on donor/partner coordination to ensure a more efficient way to conduct related assessments and apply a holistic approach when developing recommendations for a prioritized reform strategy. Consider using a problem-driven, iterative approach.	1) Develop standard set of terms of reference for a MAPS assessment. 2) Publish assessment results. 3) Role of MAPS Secretariat: - Providing feedback and quality assurance on terms of reference and draft reports - Ensuring correct application and adherence to framework - Responding to queries - Keeping track of issues arising from framework. - MAPS Secretariat should be inspired by proven approach of PEFA Secretariat, incl. web platform and host institution (World Bank). 4) Discuss how to apply a holistic approach, e.g. avoid overlaps with reforms following a PEFA report.	Yes	No	No	No	No
4		Some questions are raised that indicate a need to revisit the translation or consider providing some more guidance (explanations)	1) Analysis of Country Context: Clarify, when it should be done (before MAPS or as part of MAPS) 2) Detailed suggestions on some indicators	Yes 11-19	Yes	1 7abc 10a 12a 13a 14bde	Yes	Yes (Spanish translation)
5		1) Questions raised: - How to treat procurement processed under the framework of trade agreements? - Will procurement financed by external funds be part of the sample (indicator 9)/the assessment? 2) Assessment of sanctions should focus on procurement related issues.	-	No	No	14c	No	No
6	Consideration of important innovations (e.g. SPP, VFM, contract administration, professionalization, procurement methods and others) to increase	Section I: Comments/ questions relate to assessment team, assessment report and determination of substantive gaps	-	Yes	No	No	No	Yes (Spanish translation)

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	efficiency of public procurement							
7	MAPS is a great asset in two aspects: 1. Can shed light on the current situation in the field for a major part of public expenditure 2. Constitutes one of the few effective tools available to financial partners to assess field situations and secure their financial flows to a certain extent. 3. Supports synergies with PEFA initiative.		-	No	No	No	No	No
8		1. Informal Public Procurement Systems - that are to a large extent based on trust - will score low. 2. Facilitates self-assessments even better. 3. Seems to be based on traditional paper-based procedures.	1. Address this point in the introduction. 2. Provide more detailed guidance on data collection (qualification of informants; when to apply desk reviews, interviews, or surveys) 3. Should be adapted to electronic procedures.	-	-	(1f 4d 9b 10)	-	No
9		Sub-indicators sometimes too granular and restrictive – may not be suitable for some procurement frameworks, including well-developed frameworks, where existence of rules or principles may be sufficient and processes are at the discretion of entities in order to meet their business needs.	-	-	-	-	-	No
10	Very useful tool for the assessment of public procurement systems from a competition and efficiency point of view.		Establish links to competition laws and competition agencies.	No	No	1b, d, f 3a 7a 8a, b, c 9a 10a 11b 12a 13b, c 14b, c, f	No	No
11	The revision process is on a good way: - Explicit reference to SDGs - Systemic point of view, esp. in terms of the public finance system - Assessment of open contracting - Users' feedback useful source of evidence	Indicators and criteria seem to be clear; some definitions in glossary could be refined.	Detailed comments and suggestions provided to improve clarity.	Yes	Yes	1 2c 5a,d 7a,b,c 9b10a,b 11a,b 12a,c 13c 14e		Yes (E)
Staff of International Organisations								
12	Country context very good Clear and detailed, easy to follow.	Graph to illustrate results Country context analysis	1) Show results in a quick look; Simple graphic tool (Excel or Word) developed to illustrate red flags 2) Country context analysis: Include internet-related data and civil society organizations 3) Detailed suggestions on some indicators 4) Detailed suggestions on translation	No	Yes	1b, j 3a 6b 7b 9a 12d	Punctuation	Yes (E)
13	Very clear, comprehensive and thoughtful Indicator 14. Could make a significant contribution to combating corruption in public procurement. OECD countries could use MAPS as a good complement to the Going for Growth exercise and provide another	Stylistic comments. Important to safeguard the credibility of MAPS by making sure that all relevant information is provided for an objective assessment of indicator 14. Innovation is not a major consideration.	1) Suggested to follow OECD Style Guide. 2) Detailed suggestions to further strengthen indicator 14 3) Consider some aspects to support innovation.			14a 14c 14d		No

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	public finance indicator.								
14	Good job of defining indicators that measure specific misbehaviour.	Would be useful to include a few elements that are related more to establishing a systematic approach to reducing the risk of corruption.	1. Establish a few indicators that look at process for identifying and responding to corruption risks - Arrangements for contract management and oversight 2. Strengthen indicator 14	-	-	14	-	No	
International Partnerships, NGOs									
15	- Inclusion of value-for-money principle. - Use of functional specifications to drive innovation. - Contribution of the public procurement system to countries' development goals, plans, strategies (indicator 3) - Indicator 5c: Staffing. - Reference to SMEs in indicator 7b	VFM across the life-cycle SPP	1) Foreword: "Stress VFM across the life-cycle" 2) Suggested revised title for indicator 3 3) Take out the "arbitrary distinction between sustainability and primary objectives of public procurement to ensure value for money" 4) More detailed suggestions regarding indicator 3a.			3a		No	
16			1) Expand list of references to include human rights and labour rights or delete list. 2) Detailed suggestions on some indicators	Yes	Yes	1dil 3a 10a 12a 14f	Yes	No	
17	Recognition of importance of public procurement to public integrity and to mobilizing resources to achieve the SDGs. Very pleased to see open contracting principles incorporated (disclosure of information; civil society engagement)		1) Foreword: Language on how MAPS supports transparency and good governance should be tightened (Reference to open contracting principles and data standards; G20 Principles on public procurement; para. 9 on London Anti-Corruption Communiqué); detailed suggestions to edit the considerations 2) More details and rules on Open Contracting Partnership and open contracting data, e.g. publication, direct stakeholder involvement, data tracking.	Yes Edits, Intro		1aik 2c 4a 6b 7abc 8c 9c 11a 12a 14adef 14g		No	
18	Very comprehensive document that indicates many entry points for significant inputs by civil society implementing MAPS.		Have a significant representation of CSOs in the MAPS governance, including any committee overseeing its implementation. Benefits: - Buy in by CSOs - Share experience in monitoring MAPS - Facilitating cooperation by in country CSOs	No	No	No	No	No	
Consulting Firms and Experts									
19	- Key topics have been addressed (e.g. SPP, PPP). - Numeric scoring avoided	More complex. Will demand better-structured technical teams due to the broadness of the topics. Analysis of Country Context may be too extensive and complex.	1) Simplify Analysis of Country Context. 2) Detailed suggestions on some indicators; importance of SMEs and strategic planning. 3) Detailed suggestions to improve translation.	Yes	Yes	1e, f, l 3a 13a,c	No	Yes (E)	
20	- Excellent linkage to PEFA - Excellent ideas for supplementary modules - Peer reviews via Secretariat excellent idea - Government counterpart team	Terms: Definitions and consistency in using terms Detailed input with regard to indicators	1) Improve glossary and be more consistent in using terms 2) Detailed suggestions on some indicators	Yes	Add. info sources	1a-i 5b,c 6a,b 7c 8a,b 9a-c	Yes	No	

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	essential - Stakeholder mapping essential					10b,c 11a-c 13a-c 14a 14c-g		
21	(Comments are incomprehensible)			No	No	No		
22	Indicators are easy to understand and have a good evaluation approach.		1) Analysis of Country Context: Consider a) the degree and readiness of information technology and b) Transparency International's indexes and studies 2) Detailed suggestions on some indicators	No	Yes	1 3a 6b 9c 13b 14e	Yes	Yes (E)
23		Elaborates on the nature of public procurement: Market activity/economic understanding; public procurement as an economic profession	Highlight the economic nature of public procurement and kind of expertise required (economic, technical, legal)	No	No	No	No	No
24		Detailed suggestions regarding indicator description and additional quantitative criteria (indicator 9)	Detailed suggestions on some indicators	No	No	1a-h, 1k 7a, 7c 9 b, 10b, 13c 14b, c	No	No
25	Useful for a deep and comprehensive assessment of any kind of procurement system. Insight into the best current practices in procurement.		Detailed suggestions on some indicators	Yes	No	1cde 5d 6b	No	No

Abbreviations:

CSO – Civil Society Organisation
NGO – Non-Governmental Organisation
PPP – Public-Private Partnership
SDGs – Sustainable Development Goals
SMEs – Small- and Medium-sized Enterprises
SPP – Sustainable Public Procurement
VFM – Value for Money