

Document of
The World Bank
FOR OFFICIAL USE ONLY

Report No: PP5278

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT *AND/OR*
INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED GRANT

IN THE AMOUNT OF
US\$ 0,352 MILLION

TO THE

SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC)

FOR A

PUBLIC PROCUREMENT UMBRELLA M&E FRAMEWORK & CAPACITY DEVELOPMENT
January 6, 2023

Governance Global Practice
Eastern And Southern Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective Nov 13, 2022)

Currency Unit =

= US\$1

FISCAL YEAR
January 1 - December 31

Regional Vice President: Victoria Kwakwa
Country Director: Marie Francoise Marie-Nelly
Global Director: Arturo Herrera
Practice Manager: Elmas Arisoy
Task Team Leader(s): Knut J. Leipold, George Daniel

ABBREVIATIONS AND ACRONYMS

AM	Accountability Mechanism
DA	Designated Account
E-GP	Electronic Government Procurement
E&S	Environmental & Social
ESPPRA	Eswatini Public Procurement Regulatory Authority
FM	Financial Management
GDP	Gross Domestic Product
GRS	Grievance Redressal Service
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IFR	Interim Financial Reports
M&E	Monitoring & Evaluation
MDTF	Multi Donor Trust Fund
PDO	Project Development Objective
PE	Procuring Entity
PP	Procurement Plan
PPAD	Procurement Policy and Advisory Division of Ministry of Finance Lesotho
PPRA	Public Procurement Regulatory Authority Botswana
PPSD	Project Procurement Strategy for Development
PPU	Procurement Policy Unit of Ministry of Finance Namibia
PRAMS	Procurement Risk Assessment Management System
RICAS	Regional Integration and Cooperation Assistance Strategy
SADC	Southern African Development Community



BASIC INFORMATION

Is this a regionally tagged project? Yes		Country (ies) Botswana, Lesotho, Namibia, Eswatini
Financing Instrument Investment Project Financing		Classification Small Grants
Approval Date 10-Feb-2023	Closing Date 31-Jul-2023	Environmental and Social Risk Classification Low
Approval Authority CDA	Bank/IFC Collaboration No	
Please Explain		

Proposed Development Objective(s)

Develop and improve public procurement monitoring & evaluation capacity in Botswana, Eswatini, Lesotho and Namibia to inform evidence-based policy and strategy development.

Components

Component Name	Cost (USD Million)
Development of Public Procurement umbrella M&E framework and capacity	120,000.00
Customization of Public Procurement umbrella M&E framework in line with national particularities in the four beneficiary countries and capacity development of relevant stakeholders	200,000.00
Capacity development and project management	32,000.00

Organizations

Borrower : Eswatini Public Procurement Regulatory Agency (ESPPRA)
Procurement Policy and Advisory Division (PPAD)
Procurement Policy Unit (PPU)



Public Procurement Regulatory Authority (PPRA)

Implementing Agency : Southern African Development Community

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	0.38
Total Financing	0.38
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	0.38
Global Procurement Partnership Multi-Donor Trust Fund	0.38

Expected Disbursements (in USD Million)

Fiscal Year	2023	2024
Annual	0.28	0.10
Cumulative	0.28	0.38

INSTITUTIONAL DATA

Financing & Implementation Modalities

Situations of Urgent Need of Assistance or Capacity Constraints

Fragile State(s)
 Fragile within a non-fragile Country
 Small State(s)
 Conflict
 Responding to Natural or Man-made Disaster



Other Situations

- Financial Intermediaries (FI)
- Performance-Based Conditions (PBCs)
- Alternative Procurement Arrangements (APA)
- Series of Projects (SOP)
- Contingent Emergency Response Component (CERC)
- Hands-on Expanded Implementation Support (HEIS)

Practice Area (Lead)

Governance

Contributing Practice Areas

OVERALL RISK RATING

Risk Category	Rating
Overall	● Moderate

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

- Yes No

Does the project require any waivers of Bank policies?

- Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Not Currently Relevant
Community Health and Safety	Not Currently Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

Legal Covenants

Conditions

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Knut J. Leipold	Team Leader(ADM Responsible)		EAERU
George Daniel	Team Leader		EAERU
Tesfaye Ayele	Procurement Specialist(ADM Responsible)		EAERU



Patrick Kabuya	Financial Management Specialist(ADM Responsible)	EAEG2	
Aimonchok Tashieva	Social Specialist(ADM Responsible)	SAES3	
Johanna Martina Whitfield	Environmental Specialist(ADM Responsible)	SAEE3	
Antonia G. Viyachka	Peer Reviewer	EECRU	
Blessing Manyanda	Procurement Team	AEMZW	
Elena Carmen Calin	Peer Reviewer	EECRU	
Elisa Ilibagiza Mugiraneza	Counsel	LEGAM	
Gaamangwe Thato Matswe	Procurement Team	AEMBW	
Lebekoane Ntoi	Team Member	EAERU	
Lindiwe Dube	Team Member	AECS1	
Nightingale Rukuba-Ngaiza	Counsel	LEGAM	
Sandra M Kuwaza	Team Member	WFACS	
Temwanani Karen Phiri	Team Member	LEGAM	
Extended Team			
Name	Title	Organization	Location



EASTERN AND SOUTHERN AFRICA
PUBLIC PROCUREMENT UMBRELLA M&E FRAMEWORK & CAPACITY DEVELOPMENT

TABLE OF CONTENTS

I. STRATEGIC CONTEXT	7
A. Country Context	7
B. Sectoral and Institutional Context	8
C. Higher Level Objectives to which the Project Contributes	9
II. PROJECT DEVELOPMENT OBJECTIVES.....	11
A. PDO.....	11
B. Project Beneficiaries.....	11
C. PDO-Level Results Indicators.....	11
III. PROJECT DESCRIPTION.....	11
A. Project Components.....	11
B. Project Cost and Financing.....	15
IV. IMPLEMENTATION.....	15
A. Institutional and Implementation Arrangements.....	15
B. Results Monitoring and Evaluation	16
C. Sustainability	16
V. KEY RISKS	17
A. Overall Risk Rating and Explanation of Key Risks.....	17
VI. APPRAISAL SUMMARY	17
A. Legal Operational Policies	17
B. Environmental and Social.....	19
VII. WORLD BANK GRIEVANCE REDRESS.....	20
VII. RESULTS FRAMEWORK AND MONITORING	22



I. STRATEGIC CONTEXT

A. Country Context

1. Public procurement is a crucial component of public service delivery, good governance, and sustainable economies in the Southern African countries of Botswana, Eswatini, Lesotho, and Namibia. All four countries have a legal and regulatory framework in place. In Botswana, a new Public Procurement Bill was enacted in April 2021 which includes important elements to improve accountability, efficiency, and performance of government contracting. In Eswatini, the public procurement regulations were updated in 2020 to enhance transparency, accountability, and open competition. A new Public Procurement Bill is pending adoption in Lesotho which was postponed due to the recent elections. The Bill promotes more transparency as well as emergency arrangements in government contracting. Namibia adopted a Public Procurement Act in 2015 specifying the Procurement Policy Unit (PPU) as a regulatory body. Putting the legislation into practice remains among the biggest challenges in the four countries. Additional public procurement information can be found on the relevant websites of Botswana¹, Eswatini², Lesotho³, and Namibia⁴.
2. With an average total public procurement spend of almost 30% of GDP in the four countries, the impact of sound public procurement system performance is significant. Strengthening public procurement monitoring and evaluation (M&E) systems is central to tracking and reporting on policy, performance, and compliance results to inform evidence-based strategy and policy development. It is also an essential element to build effective institutions contributing to improved public sector management, transparency and efficiency of public expenditures, and better overall governance. M&E systems enable institutions to assess the effectiveness of policy decisions and programs, monitor progress towards public investment goals, and take corrective action as may be needed to accelerate progress. They also enhance accountability for results and provide opportunities for engagement between citizens and public institutions.
3. The public procurement regulatory authorities in these countries are at varying levels of development of public procurement M&E systems. Botswana, Eswatini, and Namibia have developed some tools to assess compliance to the public procurement law whereas Lesotho is yet to develop such tools. The existing tools are more focused on compliance monitoring and less on measuring and reporting on procurement performance or policy objectives. With the increase in demand for governments to account for public investment management and public

¹ <http://www.ppadb.co.bw/>

² <https://esppra.co.sz/sppra/index.php>

³ http://www.finance.gov.ls/departments.php?id=procurement_policy_advisory&heading=functions

⁴ <https://eprocurement.gov.na/about-ppu>



expenditure a well-designed M&E framework measuring public procurement policy, performance, and compliance results will enable the public procurement regulatory authorities and governments in these 4 countries to collect and use relevant data for better public procurement planning, resource allocation, and impact evaluation of public procurement policies. Based on common public procurement policy, performance, and compliance indicators, the M&E framework will be further refined and customized to reflect local particularities of these 4 countries. This model will allow to replicate the M&E framework for additional countries within and outside the Africa Region.

B. Sectoral and Institutional Context

4. In general, public procurement regulatory authorities in the four countries are charged with the responsibility of promoting key public investment management principles: integrity, accountability, transparency, competitive supply, effectiveness, efficiency, fair-dealing, responsiveness, informed decision-making, consistency, legality, and integration in the procurement of assets, works and services. These principles cut across all sectors including energy, transport, health, and education. While the public procurement regulatory authorities in all four countries do their best to support the implementation of these principles, corruption as well as lack of transparency and efficiency can still be found and there are no tools and sufficient data available to identify public procurement issues and break them down by sector and by procuring entity in order to be able to take corrective actions.
5. All four beneficiary countries have a decentralized public procurement system in place with a central public procurement regulatory authority (Botswana, Eswatini) or unit within the Ministry of Finance (Lesotho, Namibia). The annual public procurement spend is substantial: Botswana – 35.66%, Eswatini – 22.82%, Lesotho – 34.26%, and Namibia – 27.07%.⁵ The public procurement regulatory authorities face the challenge of low capacity in public procuring entities. The mindset of procuring entities is typically focused on a rules-based approach to ensure that procurement procedures are compliant with the legal framework. There is a lack of acknowledging public procurement as a strategic function for better service delivery and sustainable procurement outcomes in line with policy objectives.
6. Public Procurement M&E is an important mandate of the Public Procurement Regulatory Authority (PPRA) in Botswana, the Eswatini Public Procurement Regulatory Agency (ESPPRA), the Procurement Policy & Advisory Division (PPAD) of the Ministry of Finance in Lesotho, and the Procurement Policy Unit (PPU) of the Ministry of Finance in Namibia. Being in charge of monitoring and evaluating the implementation of the public procurement legislation, all four public procurement regulatory authorities recognize the importance of having a robust M&E framework in place based on a set of indicators that facilitate to measure compliance with procurement legislation, performance of the public procurement system, and the

⁵ https://www.theglobaleconomy.com/rankings/Government_size/Africa/



implementation of procurement policy objectives. Such M&E framework with clearly defined indicators would also determine the nature of data to be collected from procuring entities and further aggregated, reported, and analyzed for further actions.

7. E-Procurement systems are the primary source of the required procurement and contract data. All 4 countries have embarked on the implementation of E-Procurement at different stages. Botswana has used an e-Procurement system for several years but without covering all procuring entities and procurement activities. The system does not systematically collect data to monitor public procurement. Currently, a new end-to-end system is under development which will replace the old e-Procurement system. Eswatini and Namibia have both completed the preparatory phase of e-Procurement adoption by developing an e-GP strategy which was endorsed by the Minister of Finance in both countries. As a next step, they will start with the implementation of the e-GP strategy, go to the market to procure, pilot, and roll out the system together with relevant capacity development activities. Lesotho started the e-GP readiness assessment and will still need to develop an e-GP strategy. It is envisaged to integrate the national M&E indicators developed under this project into the e-Procurement systems of the four countries including the collection of relevant data.

C. Higher Level Objectives to which the Project Contributes

6. The proposed activities under this grant are well aligned with the World Bank Group global and regional strategies and priorities, including:
 - (a) The World Bank Group's Country Partnership Strategies. Strategic priorities and commitments set out in these strategies demonstrate the level of ambition needed to reach the WBG's twin goals and contribute to the achievement of the sustainable development goals. M&E has an important role to play in monitoring progress towards these goals, enhancing good governance, transparency, and accountability in client countries, thus ultimately contributing to better development outcomes. This project will contribute to developing and improving the public procurement M&E capabilities of key stakeholders in the four countries to enhance their effectiveness in monitoring country programs and inform strategic public procurement planning.
 - (b) The World Bank Africa Strategy for 2019-2023 outlines six key priorities for the Bank's work in the region, including "Making institutions more efficient and accountable", by helping governments strengthen public policy processes, manage resources effectively, and reinforce fair and reliable delivery of public services. The project will contribute to this priority by strengthening institutional public procurement M&E capacities for evidence-based policy making in the four countries.
 - (c) Regional Integration Strategy for Africa. The World Bank's Regional Integration and Cooperation Assistance Strategy for Africa (RICAS, 2018) outlines four strategic pillars to drive integration. The project will contribute to the RICAS objective 3.4: "Support targeted regional capacity-building efforts which result in improving national public-sector delivery systems".



7. At country system level, this project contributes to strengthening the M&E function of all four Public Procurement Regulatory Authorities and promote evidence-based strategy and policy development for better public service delivery and sustainable procurement outcomes. In each country, the M&E role of the public procurement authority is stipulated in the legislation.
8. **Namibia** - Procurement Policy Unit (PPU) in the Ministry of Finance as contemplated in Section 6 of the Public Procurement Act of 2015 is responsible to advise the Minister of Finance on procurement or disposal as stipulated in Section 6(1), which includes: (a) the monitoring of compliance with this Act, directives, code of procedures and guidelines issued under this Act; (b) the reviewing of the procurement system and proposal of mechanism for improving the implementation of government policies by public entities; (c) the assessing of the impact of the procurement system on the socio-economic policy objectives of the Government; (d) the promotion of the fundamental principles of procurement governing the administration of procurement; and (e) the reviewing of, monitoring and assessing methods of disposal of assets. The Unit is empowered to perform the following functions among others to: (i) develop a full Monitoring and Evaluation Framework, including Data capturing tools and reporting templates, (ii) assist the government in the tracking progress in the implementation of the local sourcing Directive issued in terms of the public procurement Act, and (iii) to institute contract audits during the execution of an awarded contract; and performance audit after the completion of the contract in respect of any procurement.
9. **Botswana** - The Public Procurement Act No. 24 of 2021 (the Act) provides for the establishment of the Public Procurement Regulatory Authority (the Authority) to provide for its functions and management of procurement of work, services and supplies and matters incidental thereto. Section 3 of the Act applies to a department, public body, parastatal and statutory bodies. Section 7 (1) provides that the Authority shall be responsible for the implementation and enforcement of the Act. The Authority shall, as postulated under section 7(2) (d), monitor and enforce compliance with the Act and relevant law by a Procuring Entity (PE) and (e): monitor the performance of the PE in procurement activity. Section 8 (1) (a) states that the Authority shall monitor, assess, review and report on the performance of the public procurement system to the Minister and advice on the desirable changes. Furthermore, 8 (1) (d) bestows responsibility to conduct periodic inspections of the records and proceedings of PE to ensure compliance with the Act.
10. **Lesotho** – The Public procurement Bill which has been approved by Parliament and is currently awaiting Royal Assent to become law provides for the establishment of a procurement Authority. Section 17 defines the functions of the procurement Authority which include; 17 (a) disseminate procurement information and publications; (b) monitor and enforce compliance with the Act; (d) formulate policy and standard for all aspects of public procurement; (g) develop a website portal in which procurement document, process, opportunity and contract award shall be made available; (h) review and assess an operation of public procurement and make a necessary improvement; (n) prepare an annual report on an overall function of a public procurement system and a profile of a procurement activity and present it to the Minister to table before Parliament; (o) conduct an annual procurement audit report on a value for money in public expenditure and present it to the Minister to table before Parliament.
11. **Eswatini** – The Public Procurement Act 2011 under Section 10 a(ii) charges the ESPPRA with the responsibility for reporting on the performance and functioning of the public procurement system and recommend changes. Further, under Section 10 (c) is mandated with oversight of public procurement, by



(i) monitoring compliance with the Act and procurement performance of the procuring entities and (ii) conducting audits of the procurement activities governed by the Act. Under Section 10 (e) the agency is mandated to organize and maintain systems for the management and public dissemination of procurement data, statistics, and information.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

12. Develop and improve public procurement monitoring & evaluation capacity in Botswana, Eswatini, Lesotho and Namibia to inform evidence-based policy and strategy development.

B. Project Beneficiaries

13. The activities to be implemented through the requested grant will benefit a range of stakeholders: The Ministries, Departments, Local Authorities and Agencies of the participating countries; Public Procurement Authorities, State-Owned Enterprises, audit and anti-corruption agencies, research institutions; private sector and citizens of these countries who will benefit from evidence-based decision making, better governance, enhanced accountability, and ultimately better development outcomes.

C. PDO-Level Results Indicators

14. The proposed key PDO results indicators for this grant are:

- (a) Umbrella Public Procurement Monitoring and Evaluation framework developed and customized in all 4 countries
- (b) Percentage of participants that provide positive feedback on training relevance, quality and knowledge acquired
- (c) Relevant M&E tools developed or updated in all 4 countries

III. PROJECT DESCRIPTION

A. Project Components

15. The Grant will support the enhancement and harmonization of public procurement M&E capacity in Botswana, Eswatini, Lesotho, and Namibia. In addition, it will provide the opportunity of replicating the planned M&E approach in other countries within and beyond the African Regions. For this, an umbrella public procurement M&E framework will be designed taking into consideration international good practice and existing M&E activities in the four beneficiary countries. The resulting M&E framework will include different categories of indicators which can be customized along country-specific requirements. They will



also inform the design of data collection requirements of existing or planned e-Procurement systems.

16. The Project will help address the lack of recognizing public procurement as a strategic function for better service delivery and sustainable procurement outcomes. Relevant institutional capacity will be developed to open the mindset of procuring entities and better balance the focus between compliance, performance, and outcomes. The M&E framework will contribute to the required capacity development by adding procurement performance and policy indicators as two critical dimensions of the public procurement function. While focus will be put on training the procurement regulatory authorities in the four countries on the M&E framework, they will be in charge of providing training to the procuring entities and other relevant stakeholders as part of their mandate.
17. The maturity of the public procurement monitoring and evaluation practices is uneven across the four beneficiary countries. The project will lay the foundations for an effective public procurement M&E System. It will provide support to (i) strengthen the design and implementation of the M&E framework, (ii) design and implement basic participatory M&E tools for use by public sector, civil society, and the private sector; and (c) improve procurement capacity among these stakeholders. The specific objectives of this grant will be achieved through the activities and components illustrated below:
18. **Component 1: Development of Public Procurement umbrella M&E framework and capacity (USD 120K).** The work under this component will focus on developing an umbrella M&E framework based on international good practice including existing M&E efforts in the four beneficiary countries, if any. Activities will focus on technical assistance through an international consultant to do analytical and advisory work to develop an umbrella public procurement M&E framework and strengthen institutional M&E capacity of the four beneficiary public procurement regulatory authorities.
19. The international consultant will conduct a rapid desk review of existing international good practice of M&E systems and tools. The consultant will also discuss existing M&E plans and efforts with the public procurement regulatory authorities of the four beneficiary countries and assess the M&E systems in each country to identify capacity gaps and required training interventions as part of project components 1 and 2. Based on the findings from the desk review and the discussions, the consultant will develop an umbrella M&E framework with public procurement compliance, performance, and policy indicators as well as user guidance and recommendations for relevant M&E tools. These will be presented in a workshop in which the consultant will provide training on the use of the M&E framework to the public procurement regulatory authorities of the four beneficiary countries.
20. Activities under component 1 will include the following:
 - (a) **Support to the design of a public procurement umbrella M&E framework including guidance and tools**
 - (i) Desk review of international M&E systems, indicators, and tools in at least 5 countries (to be agreed)
 - (ii) Conduct review of existing public procurement M&E systems at institutional level: Botswana – Public Procurement Regulatory Authority (PPRA), Eswatini – Eswatini Public Procurement Regulatory Agency (ESPPRA), Lesotho – Procurement Policy and Advisory Division (PPAD) and Namibia – Procurement Policy Unit (PPU)



- (iii) Develop public procurement umbrella M&E framework including a set of compliance, performance, and policy indicators
- (iv) Develop guidance on how to use the M&E framework
- (v) Recommend tools and develop requirements and specifications to collect and verify M&E data from procuring entities for further consolidation, reporting, and analytics

(b) M&E capacity development

- (i) Assess M&E capacity in four beneficiary countries based on a procurement capability matrix to identify capacity gaps and required training interventions
- (ii) In-person workshop (1 day) to present the public procurement umbrella M&E framework, guidance, and recommended tools and enhance the capacity of M&E teams of procurement regulatory authorities PPRA, ESPPRA, PPAD and PPU to administer the M&E framework, guidance, and tools

21. **Component 2: Customization of Public Procurement umbrella M&E framework in line with national particularities in the four beneficiary countries and capacity development of relevant stakeholders (USD 50K per country).** Under this component, local consultants will be hired in each of the four beneficiary countries to support country-specific adjustments of the public procurement umbrella M&E framework and the development of relevant implementation guidance and enabling tools.

22. With available support from the international consultant, the local consultants in close coordination with the public procurement regulatory authorities will customize the umbrella M&E framework into a national public procurement M&E framework by selecting those indicators (and add new ones as needed), which will help measure the public procurement compliance, performance, and policy objectives in each country. In addition, the local consultant will assess the readiness of implementing the national M&E framework and help address any bottlenecks within the scope of available time and funding, which may include the development/update of relevant regulations, guidance, and tools. The local consultants will also support M&E capacity development in the public procurement regulatory authorities and help them develop a training program for procuring entities and other government stakeholders as well as from civil society and the private sector.

23. Activities under component 2 will include the following:

a) Support to the customization of the public procurement umbrella M&E framework in line with national particularities in Botswana, Eswatini, Lesotho, and Namibia

- (i) Familiarize with the public procurement umbrella M&E framework
- (ii) Assess and prioritize the public procurement compliance, performance, and policy objectives with the public procurement regulatory authorities
- (iii) Select a set of indicators (and add new ones as needed) required to measure public procurement compliance, performance, and policy objectives as prioritized and agreed with the public procurement regulatory authority
- (iv) Assess the readiness to implement the customized national M&E framework in each country
- (v) Support the development/update of relevant regulations, guidance, and/or enabling tools



b) M&E capacity development

- (i) Provide in-person public procurement training (2 days) to the procurement regulatory authorities with focus on the national M&E framework and tools based on the findings of the M&E capacity assessment by the international consultant under component 1
- (ii) Collect and share feedback from the customization of the public procurement umbrella M&E framework in each country including from the capacity development activities

24. **Component 3: Project management support for regional implementing agency SADC (USD 32K):** This component comprises operating costs for project management activities and costs for capacity development workshops.

25. Activities under component 3 will include the following:

a) Operational costs and costs to support the organization of capacity development workshops under components 1 and 2

- (i) Joint workshop with public procurement regulatory authorities of all four beneficiary countries under component 1
- (ii) Individual capacity development workshop in each of the four beneficiary countries under component 2

26. The indicative timeline for project implementation is provided in the following chart:

	Activity	2023						
		Jan	Feb	Mar	Apr	May	Jun	Jul
Component 1: Public Procurement Umbrella M&E framework/guidance/tools								
01	Desk review of international M&E systems/indicators/tools in 5 countries							
02	Review of M&E systems in 4 beneficiary countries							
03	Develop PP umbrella M&E framework							
04	Develop user guidance							
05	Recommend tools incl. specifications to collect/verify M&E data							
Component 1: M&E capacity development								
06	M&E capacity assessment in 4 beneficiary countries							
07	In-person workshop							
Component 2: Customization of Public Procurement Umbrella Framework in 4 beneficiary countries								
08	Assess/prioritize public procurement objectives							



09	Customize M&E framework indicators							
10	Assess readiness to implement the national M&E framework							
11	Develop/update relevant regulations/guidance/enabling tools							
Component 2: M&E capacity development								
12	Procurement training with focus on M&E framework and tools							
13	Collect feedback from M&E framework customization and capacity building							

B. Project Cost and Financing

Project Components	Project cost	Trust Funds	Counterpart Funding
Total Costs			
Total Project Costs			
Total Financing Required			

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

- 27. The recipient of the Global Procurement Partnership Multi-Donor Trust Fund (MDTF) is the Southern African Development Community (SADC). SADC will coordinate the implementation of the project with the four beneficiary national Public Procurement regulatory authorities of Botswana: Public Procurement Regulatory Authority (PPRA), Eswatini: Public Procurement Regulatory Agency (ESPPRA), Lesotho: Procurement Policy and Advisory Division (PPAD), and Namibia: Procurement Policy Unit (PPU). All four national authorities expressed their agreement that the Southern African Development Community (SADC) will act as regional implementing agency.
- 28. The public procurement regulatory authorities of the four beneficiary countries will provide a focal point and additional team members, as appropriate, who will be part of the interagency coordination committee led by SADC for the development of the umbrella M&E framework. At the same time, the focal points from the four regulatory authorities will be in charge of coordinating with SADC the customization of the M&E framework and development of guidance and tools at national level. The World Bank task team will provide advice and support during project implementation.



29. SADC will lead the selection of the international and local consultants in accordance with the World Bank Procurement Regulations. The public procurement regulatory authorities from the four beneficiary countries will support the international and national consultants to get necessary inputs for developing the umbrella M&E framework and customize it in accordance with their country particularities. The four national authorities will also be instrumental in providing input to SADC for the scope of work of the local consultants to be hired for customizing the umbrella M&E framework and develop respective guidance and enabling tools.
30. SADC will also be in charge of organizing the planned capacity development workshops under components 1 and 2 in close coordination with the four national authorities and the international and national consultants.

B. Results Monitoring and Evaluation

31. SADC in close coordination with the public procurement regulatory authorities of the four beneficiary countries will collect, consolidate, and report the data to track project implementation and monitor project indicators and results. SADC will prepare a M&E plan which outlines the data sources, frequency of reporting, and responsibility for data collection for the PDO and results indicators.
32. A baseline for the indicators will be prepared at the inception of the project for measuring the project indicators during the implementation and end of project. As part of the implementation supervision missions, quarterly progress reports will be submitted to the World Bank which will include status on the project indicators.

C. Sustainability

33. The development and rollout of a public procurement M&E framework and associated tools in each of the four beneficiary countries will help implement a critical function of public procurement regulatory authorities which is to monitor and measure the implementation of their public procurement systems. The project will support the development of M&E tools and capacity. The new skills acquired by staff from the four authorities will be used to implement and sustain the country-specific M&E frameworks and tools.
34. Sustainability of the customized M&E framework including the enabling tools requires high-level leadership commitment, engagement of relevant stakeholders and partners, and availability of financial and technical resources for the implementation of the M&E framework. Each public procurement regulatory authority will develop a plan to secure financial and technical resources and engage with relevant stakeholders during the rollout of the M&E framework and capacity post project closure.
35. Additional sustainability efforts include continued peer-to-peer learning and knowledge exchange between the four beneficiary countries which will help develop a pool of relevant M&E skills at national and regional level. At the same time, the World Bank will promote the umbrella M&E framework in additional countries and regions to extend its use and the development of relevant skills at international level.



V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

36. The development of the umbrella framework requires coordination between SADC and the four beneficiary countries. Different levels of M&E capacity and skills in the four public procurement regulatory authorities will need to be taken into consideration when engaging with relevant stakeholders. Delays in customizing the umbrella M&E framework and enabling tools might impact the timely implementation of the project. To ensure that the activities are completed by June 30, 2023, which is the cut-off date for the closure of the parent MDTF, it is important to fast-track readiness of SADC and the public procurement regulatory authorities of the four beneficiary countries and to take an agile approach to implementing the activities.

37. Following are some risks which are identified along with their mitigation measures:

Risks	Mitigation Measures
Delays in completing project activities within the available time due to lack of interagency coordination	Fast track procurement, activities to be initiated early and in parallel, continuous coordination between SADC, beneficiaries, and consultants; dedicated team to be deployed
Delays in implementation due to different capacity levels	Targeted capacity development in each country based on identified capacity gaps; continuous monitoring and reporting at national level
Change of Government priorities	Pro-active support to 4 national public procurement regulatory authorities during project implementation to build ownership
Sustainability of the system after the closure of Grant	Approved plans including secured funding for rollout of national M&E framework and capacity; regular M&E knowledge exchange among four beneficiary countries; promotion of M&E framework at international level

VI. APPRAISAL SUMMARY

A. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No



Projects in Disputed Areas OP 7.60	No
------------------------------------	----



B. Fiduciary – Overall Fiduciary Risk is Moderate

38. **Financial Management:** A Financial Management (FM) assessment was conducted at SADC Secretariat, the project implementing agency, in accordance with the Bank’s Operational Policy and Guidance. SADC Secretariat has experience in implementing donor funded projects. The project will apply existing SADC financial management arrangement (policies, systems and personnel) which were assessed as adequate with low residual financial management risk rating.

39. The specific agreed FM arrangements are:

- **Staffing:** Designate one of the Finance Expert at the Finance Department to fulfill day-to-day FM responsibilities of the project under the supervision of SADC Financial Controller.
- **Budgeting:** to apply SADC existing budget preparation and monitoring arrangements.
- **Accounting:** to use SADC accounting system – Sunsystems – to record project transactions and prepare the required financial reports.
- **Internal Control:** to apply internal controls set out in the SADC Financial Regulations and Financial Management & Accounting Procedures Manual.
- **Internal audit:** to request SADC internal audit unit to conduct annual review of adequacy and adherence to internal controls applied on the project transactions. A copy of the internal audit report shall be submitted to the Bank.
- **Financial Reporting:** to prepare interim unaudited financial reports (IFRs) for every semester (six months) and submit the reports to the World Bank not later than forty five (45) days after the end of each semester.
- **Auditing:** to include the project financial information as a note in SADC annual financial statements that will be subjected to audit by SADC appointed external auditors. A copy of the SADC audited annual financial statement and management letter will be submitted to the World Bank not later than six months after the end of the fiscal year.
- **Funds Flow and Disbursement Arrangements:** Funds will flow from the Bank to a Designated Account to be opened and managed by SADC. Funds in the DA will be used to finance eligible activities of the project. SADC will use any of the following four disbursement methods to request for funds from the Bank: (i) advance, (ii) reimbursement, (iii) direct payment, and (iv) special commitments. An advance will be made to the Designated Account at the effectiveness of the grant and per the request of SADC. The advance will be meant to cover project expenditures for 6 months as indicated in the initial six-month cash flow forecast. SADC will register to use the World Bank client connection.

40. **Procurement Management:** Procurement activities under the Project will be carried out in accordance with the World Bank’s “Procurement Regulations for IPF Borrowers”, dated November 2020 (Procurement Regulations), and the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006, and revised in January 2011 and as of July 1, 2016, and other provisions stipulated in the Financing Agreement.



41. Institutional and regulatory capacity in the SADC secretariat is acceptable. The SADC secretariat's procurement Guidelines of 2017 are largely consistent with WBG Procurement framework core principles. The procurement activities are small value consultant selections. The SADC secretariat has been assessed using the World Bank's Procurement Risk Assessment Management System (PRAMS) to determine the project risks, risk mitigation measures, responsibilities, timing and monitoring process and procurement performance monitoring during implementation. Based on the findings of the assessments, volume and complexity of the envisaged activities and corresponding mitigating measures laid out in the action plan, the residual procurement risk of the Project is rated as Low.
42. As the timeline for project implementation is short, it was discussed with SADC to start preparing the Terms of References for the activities planned under the project. This will help in expediting the procurement process and get consultants on board as soon as the project is effective. The Bank procurement team is available for any help required to initiate the preparation of the documents.
43. A simplified Project Procurement Strategy for Development (PPSD) has been prepared which sets out market approaches and selection methods to be followed during project implementation. Based on the PPSD findings, SADC has prepared a draft Procurement Plan which was reviewed by the World Bank.

C. Environmental and Social

The environmental and social risk rating is considered low. The grant will support the development of a procurement monitoring and evaluation framework and therefore will have no physical footprint. The grant will further support capacity building to strengthen public procurement processes, management of resources effectively and to reinforce fair and reliable delivery of public services while enhancing evidence-based policy making. The grant will only finance technical assistance activities. The development of the procurement monitoring and evaluation framework is likely to enhance environmental considerations by measuring aspects such as green sustainable procurement to address environmental impacts (ESS1) associated with procurement and considering aspects of resource efficiency and pollution prevention (ESS3). Consultant services and outputs under this grant are not expected to have any adverse downstream social risks and impacts. General occupational health and safety and working conditions relevant to the project, as well as labor issues, will be applied as set out in the Environmental and Social Commitments Plan (ESCP). Key elements of ESS10 will be reflected in the ESCP. Grant activities will support coordination capacity of SADC (implementing entity) for necessary outreach to government stakeholders in four countries.

VII. World Bank Grievance Redress

Grievance Redress. Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of



Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank's Accountability Mechanism, please visit <https://accountability.worldbank.org>.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY : Eastern and Southern Africa

Public Procurement Umbrella M&E Framework & Capacity Development

Project Development Objectives

Develop and improve public procurement monitoring & evaluation capacity in Botswana, Eswatini, Lesotho and Namibia to inform evidence-based policy and strategy development.

Project Development Objective Indicators

Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: • Umbrella Public Procurement Monitoring and Evaluation framework developed and customized in all 4 countries		Yes/No	N	Y			
Description:							
Name: • Percentage of participants that provide		Percentage	0.00	80.00			



Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
positive feedback on training relevance, quality and knowledge acquired							
Description:							
Name: • Relevant M&E tools developed or updated in all 4 countries		Yes/No	N	Y			
Description:							

Intermediate Results Indicators

Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: Umbrella Public Procurement M&E framework developed		Yes/No	N	Y			
Description:							



Target Values

Project Development Objective Indicators

Indicator Name	Baseline	End Target
• Umbrella Public Procurement Monitoring and Evaluation framework developed and customized in all 4 countries	N	Yes
• Percentage of participants that provide positive feedback on training relevance, quality and knowledge acquired	0.00	80.00
• Relevant M&E tools developed or updated in all 4 countries	N	Yes

Intermediate Results Indicators

Indicator Name	Baseline	End Target
Umbrella Public Procurement M&E framework developed	N	Yes