



2nd OCDS Mapping Report

Ghana Electronic Procurement System



Acronyms and abbreviations

CSO - Civil society organisation

E-procurement - Electronic procurement

NGO - Non-government organisation

OCDS - Open Contracting Data Standard

OCP - Open Contracting Partnership

PPA - Public Procurement Authority

GACC - Ghana Anti-Corruption Coalition

AFIC - Africa Freedom of Information Centre

Public procurement is big business

Public procurement, the purchase of goods , services and works by governments and state-owned enterprises is being increasingly used by governments as a strategic tool to deliver on their mandates and achieve broader policy objectives.

It is an essential component of government spending. Worldwide, governments spend about US\$9.5 trillion—or 15% of global GDP—on contracts with companies to procure goods and services.

Procurement constitutes about 30% of government expenditure in high-income countries. In low- and middle-income countries, it makes up an average of 50%.



GHANA

One in three dollars spent by government is on a contract. Public contracting is the world's largest marketplace, covering \$10 trillion annually.

Open Contracting

Too many governments appear to be unaware of how much, when and with whom they buy and sell. This puts public contracting government at the number one risk of corruption.

Open contracting can transform public procurement through better data, analysis and engagement with businesses and civil society.

It generally refers to the publication of government contracts, from the awarding process to the monitoring and evaluation of the implementation of contracts.

Open Contracting ensures that the information disclosed is consistent and reusable across multiple media through the Open Contracting Data Standard.

Open Contracting involves:

1. disclosure of open data and documents about the planning, procurement, and management of public contracts;
2. engagement with civic and business users of information, leading to improved accountability
3. redress by government agencies or contractors through acting on the feedback received.



Open Contracting Data Standard - OCDS

The Open Contracting Data Standard is a user-friendly and flexible tool that structures information about the planning, procurement and implementation of government contracts to encourage its publication for reuse and innovation. It describes **what, when** and **how** to release data and associated documents at different phases of the contracting process from planning to tender to award to implementation and completion of public contracts.

It ensures that partners across the world can gain access to joined up data, rather than facing silos of disconnected contracting data. The standard enables developers to build tools that will deliver value-added services to the private sector, such as more efficiently matching small business with opportunities, and applications for citizens groups to monitor service delivery.

It also provides a benchmark for good practice in disclosure, offering a framework for government to progressively collect and publish their information. It is not a pass or fail standard but encourages progressive publication and sharing of information. The Open Contracting Partnerships runs a free global helpdesk to assist publishers with producing and sharing this information.

OCDS Mapping

OCDS mapping is the process of ascertaining level of disclosure of current procurement systems by identifying the disclosed data points and cross referencing them against the open contracting data standard.

It helps to identify the available disclosure systems as well as the gaps in disclosure at different stages of the procurement cycle.

Mapping Methodology

The methodology of the mapping is done using a template based on the OCDS v1.0 schema which focusses on four key questions for mapping out the landscape, before planning an Open Contracting Data Standard implementation.

Key questions asked during OCDS mapping are:

1. What data systems hold contracting data and documents? And how are they managed?
2. Which data systems hold data on each stage of a contracting process? And what data is currently disclosed?
3. Do the systems hold consistent identifiers for each contracting process, and for the parties to tenders and contracts?
4. What technical resources are available to help in the implementation of Open Contracting?

First OCDS Mapping in 2018

The first OCDS mapping of disclosure of public procurement information in Ghana was conducted in 2018. This Mapping was conducted on the Ghana PPA website by GACC in collaboration with Africa Freedom of information Centre - AFIC.

3 Gaps in disclosed information

Not all phases of procurement were published. The evidence for the planning phase was missing. In addition, minimal data on the contract was published.

Findings

1 Disclosed data not linked

There was no way of linking published tenders to corresponding contracts and vice versa

2 Disclosed data mostly historical

Most of the data disclosure was done after the procurement was completed. Information on active tenders was very limited

Second OCDS Mapping

-2020

The second OCDS was conducted on the GHANAEPES. GHANEPS (Ghana Electronic Procurement System) is a web-based, collaborative system developed in accordance with the requirements of public procurement legislation to facilitate public procurement processes in Ghana.

GHANEPS was launched on 30 April 2019 by the Public Procurement Authority as part of its strategy to continue its efforts to digitize public procurement in the country.



Findings

1 Data available in sharable format

The philosophy behind Open Data is that it should be freely available to everyone in open, machine-readable formats without restrictions. GHANEPS data is available for download in CSV format.

2 Bulk download loads available

GHANEPS enables users to download bulk data that promotes the use of data and research.

Second OCDS Mapping

-2020

3 Improved level of disclosure of tender information

More information on tender information is disclosed. This includes the availability of supporting tender documents and tender documents.

4 Low disclosure levels

At the time of this OCDS mapping in March 2020 the portal had only three tenders and no contracts since it was launched on 30 April 2019.

5 Disclosed is incomplete

A closer look at the published information has shown that critical data on tenders, such as tender values, is not published. In addition, no data is available on awards, contracts and implementation.

6 No OCDS data

Although the published data is available in machine-readable format, it is not published in OCDS format. Standardization of published data is essential for comparative analysis with other datasets for sound data-driven insights.

Recommendations

Government must:

1 Support capacity-building of all public procurement staff how to use the GHANEPS

Promoting the capacity building of procurement personnel. Training of all staff involved in the procurement process, nationally and sub-nationally

2 Proactively disclose procurement data in an timely manner

Relevant authorities should consider the proactive disclosure of all procurement data on the GHANEPS

3 Work with CSOs to promote transparency in public procurement

Redouble efforts to work with citizens and private businesses to make it easier Understanding the procurement processes and the use of data

4 Adopt the OCDS as a standard for publishing all data on the portal

OCDS makes it possible to easily analyze and compare published data with other external datasets.

Annex 1 – Resources

<https://www.open-contracting.org/what-is-open-contracting/>

<https://www.open-contracting.org/wp-content/uploads/2016/12/OC-HivosArticle19-synthesisreport-1.pdf>

<https://www.open-contracting.org/resources/ocds-1-0-field-level-mapping-template/>

https://wiki.p2pfoundation.net/Open_Data

<https://link.springer.com/article/10.1007/s13132-015-0298-8>

<http://opendatatoolkit.worldbank.org/en/essentials.html>

<http://www.ppaghana.org>