



**Impact Evaluation Study**  
**on**  
**Public Procurement Reform Project (PPRP)-(Revised) and**  
**Public Procurement Reform Project (PPRP-II)-(Revised-I)**

Carried out by

**Evaluation Sector**

**Implementation Monitoring and Evaluation Division (IMED)**

**Ministry of Planning, Government of the People's Republic of Bangladesh**

Conducted by



**Eusuf and Associates**

June 2014

**Impact Evaluation Study**

on

**Public Procurement Reform Project (PPRP)-(Revised) and  
Public Procurement Reform Project (PPRP-II)-(Revised-I)**

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## FOREWORD

The Ministry of Planning with technical assistance from the World Bank designed and implemented the "Public Procurement Reform Project (PPRP) and Public Procurement Reform Project II (PPRP II)". PPRP was implemented during 2002-2008 while PPRP II started in 2007 and is scheduled to close in 2017. The projects were designed to establishing CPTU, implementing Public Procurement Reforms, improving procurement management capacity in CPTU and sectors, introducing e-GP, creating social awareness for behavioral change and social accountability in public procurement.

IMED selected the two projects for impact evaluation during 2013-2014 and outsourced the study to Eusuf and Associates (a consulting firm) through open competition. Eusuf and Associates carried out the study and assessed project implementation and operation, project benefit and impact, strength and weakness, and suggested measures for improvements.

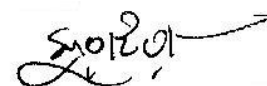
Besides establishing CPTU, the projects prepared different documents relating to PPR with the help of international and local experts. The important documents prepared do not limit to but include Public Procurement Regulations, 2003; Public Procurement Processing and Approval Procedures, 2004; Revision of Delegation of Financial Powers Award of Contract; Public Procurement Act 2006; and numbers of different manuals. Necessary equipment, materials, standard document, and logistic facilities were procured under the projects. PPRP II introduced e-GP that emerged as a new dimension in public procurement system. The projects have developed and established a unified procurement system applicable to all public procuring agencies and facilitated in implementing the reforms by public procuring agencies.

The project introduced short and medium term training courses on public procurement and arranged training for about 10,000 government officials of different sectors. The study reported that the trainings have dramatically enhanced knowledge and skills in carrying out public procurement efficiently and effectively following PPR in a uniform manner. The study however found that time taken at different stages of procurement has not reduced as expected compared to pre-project period.

The impact study identified few challenges of the implementation of PPR in the future. The major challenges include lack of necessary manpower and logistic facilities with the procuring agencies especially at local levels, limitation of CPTU server capacity and speed of local internet service providers, electricity supply in local levels, and inadequate skills and interests of concerned staff of local servicing bank branches. The study suggested effective capacity building of CPTU with professional and skilled manpower and upgraded logistic facilities, expansion of training program beyond the important four agencies covering public procuring agencies of all sectors.

I, sincerely congratulate Messrs Eusuf and Associates and its consultant team for conducting the study and successfully preparing a good report in time. I also thank Ms Salma Mahmud, Director General (Evaluation Sector) along with her colleagues for providing guidance and supervisory supports to the consultants.

I am very hopeful that the outcome of the study will be much helpful to everyone involved in the implementation of PPRP II and also for designing and implementing similar projects in future for higher efficiency, effectiveness, sustainability and increased aid utilization.



(Suraiya Begum ndc)  
Secretary  
IMED, Ministry of Planning

## PREFACE

Evaluation Sector of the Implementation Monitoring and Evaluation Division (IMED), Ministry of Planning undertook an Impact Evaluation Study for the “Public Procurement Reform Project (PPRP-Revised) and Public Procurement Reform Project-II (Revised-I)”. The Projects were implemented by Central Procurement Technical Unit (CPTU) under the Implementation Monitoring and Evaluation Division (IMED), Ministry of Planning during 2002-2008 and 2007-2017 (first phase completed in 2012). The aims of the projects were to improve governance in public procurement, implement public procurement reforms and rules/procedures, and improve procurement management capacity. Both the technical assistance projects were financed by the World Bank and Bangladesh Government.

The evaluation was conducted by M/S Eusuf and Associates. The purpose of the Impact Evaluation Study (IES) was to evaluate the progress of implementation and compliance of PPR, assessed capacity building at CPTU and addressing transparency and accountability and value-for-money in procurement, evaluated efficacy of training programs in terms of building skills and bringing positive changes in the mindset of concerned officials, assessed the social campaigns program, and evaluated implementation of e-GP in four target agencies (RHD, LGED, BREB, BWDB). The study also identified potential threats and challenges towards effective implementations of on-going activities under PPRP-II, and provided practical suggestions for improving procurement policy reform and upgrading functional efficiency and capacity of CPTU and concerned procuring agencies. The findings of the IES were presented in a workshop organized by the evaluation sector of IMED. The workshop was well attended by concerned officials from the ministry, department, agencies and project personnel.

I congratulate the M/S Eusuf and Associates team for conducting the Impact Evaluation Study, and appreciate the concerned IMED officials in making the total endeavor a success. I express my heartfelt thanks to the officials of the CPTU for their assistance and cooperation extended in conducting the IES. Thanks are also extended to all members of Technical and Steering Committees, especially to the Secretary of IMED for providing us valuable advice and guidance.

I believe that the evaluation report would contribute to improve the public procurement reforms further especially for implementing the on-going PPRP-II (Revised-I) and in designing and implementing similar projects in the future.



**Salma Mahmud**  
Director General  
Evaluation Sector, IMED  
Ministry of Planning

## **Abbreviation(s)**

ADB	Asian Development Bank
BADC	Bangladesh Agricultural Development Corporation
BCCP	Bangladesh Center for Communication Programs
BCSAA	Bangladesh Civil Service Administration Academy
BIAM	Bangladesh Institute of Administration and Management
BIM	Bangladesh Institute of Management
BIWTC	Bangladesh Inland Water Transport Corporation
BOQ	Bill of Quantity
BPATC	Bangladesh Public Administration Training Centre
BPC	Bangladesh Parjatan Corporation
BRACU	BRAC University
BRDB	Bangladesh Rural Development Board
BREB	Bangladesh Rural Electrification Board
BRRRI	Bangladesh Rice Research Institute
BRTC	Bangladesh Road Transport Corporation
BTV	Bangladesh Television
BWDB	Bangladesh Water Development Board
CCC	Chittagong City Corporation
CDMP	Comprehensive Disaster Management Programme
CHTDB	Chittagong Hill Tracts Development Board
CPAR	Country Procurement Assessment Report
CPTU	Central Procurement Technical Unit
DAE	Department of Agricultural Extension
DCC	Dhaka City Corporation
DGFP	Directorate General of Family Planning
DGHS	Directorate General Health Services
DLI	Disbursement-linked Indicators
DLS	Department of Livestock Services
DOE	Department of Environment
DOF	Directorate of Fisheries
DPE	Directorate of Primary Education
DPHE	Department of Public Health Engineering
DPM	Direct Procurement Method
DPP	Development Project Proforma
DSHE	Directorate of Secondary and Higher Education
DYD	Department Youth Development
EED	Education Engineering Department
e-GP	electronic Government Procurement
ERD	Economic Relations Division
ESCB	Engineering Staff College Bangladesh
ESW	Economic and Sector Work
F&C	Fraud and Corruption
FGD	Focus Group Discussion
FIMA	Financial Management Academy
GOB	Government of Bangladesh

HOPE	Head of Procuring Entity
IFT	Invitation for Tender
IGS	International Governance Solution
IMED	Implementation Monitoring and Evaluation Division
LCS	Least Cost Selection
LGED	Local Government Engineering Department
LTM	Limited Tendering Method
MCIPS	Member of Chartered Institute of Purchase and Supply (CIPS, UK)
MIS	Management Information System
MLSS	Member of Lower Subordinate Staff
MOU	Memorandum of Understanding
NAPD	National Academy for Planning and Development
NILG	National Institute of Local Government
NOA	Notification of Award
OTM	Open Tendering Method
PBS	Palli Bidyut Samity
PCR	Project Completion Report
PPA	Public Procurement Act
PPP	Public - Private Partnership
PPR	Public Procurement Rules
PPRP	Public Procurement Reform Project
PPSC	Public-Private Stakeholders Committee
PROMIS	Procurement Management Information System
PWD	Power Development Board
QCBS	Quality and Cost Based Selection
RAJUK	Rajdhani Unnayan Katripankha
RFPS	Request for Proposals
RHD	Roads and Highways Department
RFQ	Request for Quotation
SCSO	Selection amongst Community Services Organizations
SFB	Selection under a Fixed Budget
SIC	Selection of Individual Consultant
SSS	Single Source Selection
STDS	Standard Tender Documents
TEC	Tender Evaluation Committee
TOC	Tender Opening Committee
TOR	Terms of Reference
UNDP	United Nations Development Programme
WASA	Water Supply and Sewerage Authority

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## **Executive Summary**

### **A. Background – Public Procurement Reform**

1. The Government with assistance from the World Bank developed and implemented two public procurement reform projects namely, “Public Procurement Reform Project (PPRP)” and “Public Procurement Reform Project II”. PPRP started in May 2002 and completed in June 2008. Following successful implementation of PPRP, the Government with further assistance from the World Bank undertaken PPRP II in July 2007. PPRP II was scheduled to close in June 2012 but the project was later extended first for one year (closing in June 2013) and then up to June 2017 to complete the expanded and additional new activities. The original and actual cost of PPRP was Tk28.246 crore and Tk.32.143 crore respectively. The original cost of PPRP II was Tk.190.924 crore that was enhanced to Tk.473.600 crore upon extension up to June 2017 including an additional cost of Tk.276 crore (US\$34.50 million).

2. The Objectives of PPRP were: (i) improve governance in public procurement; (ii) improve efficiency and transparency and accountability; and (iii) improve people’s confidence, reduce corruption and strengthen aid utilization. The major components were to establish a Central Procurement Technical Unit (CPTU); implement public procurement reforms and rules/procedures; and improve procurement management capacity.

3. The Objectives of PPRP II were: (i) complete remaining policy reforms, (ii) increase institutional capacity, (iii) strengthen procurement capacity at sector and CPTU levels, (iv) develop and implement e-GP, and (v) involve stakeholders in public procurement and make procurement entity accountable. Major components were to continue policy reforms and institutional capacity development; strengthen procurement management at sector and CPTU; introduce e-GP; and communication, behavioral change and social accountability.

### **B. Impact Study - Design and Implementation**

4. The Implementation Monitoring and Evaluation Division (IMED) selected the Public Procurement Reform Project (PPRP) and Public Procurement Reform Project II for impact study during the financial year 2013-2014 and outsourced the study to Eusuf and Associates (a private consulting firm). The objectives of the impact study were to review project implementation progress; assess effect, efficacy and adequacy of capacity building; identify potential strengths and challenges of implementation of the projects; and suggest improvements.

5. The study design included review of project related secondary documents; collection of both quantitative and qualitative data through survey and interview, focus group discussion, case studies and stakeholder workshop. The survey sample included interview of four officials of selected Dhaka based offices of 12 major ministries (25% of total 48 ministries including four major public procuring agencies (LGED, RHD, BWDB and BREB). In addition, interview the study interviewed four concerned district level officials of each of the major procuring agencies (LGED, RHD, BWDB and BREB) of 16 selected districts (25% of all 64 districts) covering all seven divisions. Further, potential bidders of the major procuring agencies were also interviewed. Semi-structured questionnaires were used in the interview. In all, 414 officials and potential bidders were interviewed covering 28 major procuring agencies including LGED, RHD, BWDB and BREB. 16 focus group discussions, 11 case studies and one participating stakeholder workshop were conducted.

### **C. Major Findings**

6. Besides founding CPTU, PPRP prepared different documents relating to reform of public procurement with the help of international and national experts. Major documents produced do not exclude but include Public Procurement Rules, 2003; Public Procurement Processing and Approval Procedures, 2004; Revision of Delegation of Financial Powers to Award of Contract; Public Procurement Act, 2006; and standard documents. The project arranged 3-days short training and 21-days long

training for 2,000 officials against a target of 1,600 under PPAR. The project arranged foreign trainings and study tours. The project procured necessary equipment and materials. Physical and financial achievements are close to 100%.

7. Under PPRP II, 7,431 participants received training on public procurement as of May 2013 compared to target for 7,000 covering additional 20 procuring agencies. Overall, the progress of implementation of e-GP is satisfactory in the four target agencies as over 2,600 bids were invited using e-GP against a target of 935 by December 2013. Communication and behavioral change component is still at preparatory stage and third party monitoring is yet to start.

8. Implementation of e-GP by four target agencies is satisfactory. Number of registered bidders/suppliers increased from 294 in June 2012 to 6,678 in November 2013. Number of bid invitations using e-GP increased from 14 to 2,860 and total amount of bid invitation increased from US\$2.95 million to US\$238.0 million during the same period. Level of awareness of bidders about PPRP and e-GP increased as 81% bidders use new procurement systems and almost all bidders have limited logistic facilities and manpower need for e-GP. However, the bidders generally lack skilled manpower and suitable logistic facilities.

9. Most widely used methods of purchase of works and goods are Open Tender Method (29.39%), Limited Tendering Method (24.31%), Direct Procurement Method (22.12%) and Request for Quotation Method (19.35%). For selection of consultants, widely used methods are Fixed Budget and Least Cost Selection Method (34.86%), Quality and Cost Based Selection Method (18.40%), Single Source Selection Method (4.28%), Selection of Individual Consultant Method (3.83% and Selection amongst Community Services Organizations Method (3.77%).

10. Participation of bidders in bidding increased from 26 bids to 35 bids per year between 2002-2003 and 2012-2013 due to publication of bid notices in news paper, increased number sources of news, and opportunity of submitting bid in multiple locations. It is found that 62% and 83% bidders consider before and after PPR respectively that time between advertisement and submission of bid was sufficient and 65% and 84% bidders before and after PPR respective reported that time between submission and notification of award is sufficient. Moreover 43% and 52% bidders before and after PPR respectively reported that clients notified unsuccessful bidders.

11. The study found that time for procurement at different important stages has generally increased after the introduction of PPR. Average time for invitation of tender and contract notification increased from 44.59 days to 53.16 days; time for tender opening and notification of award increased from 24.75 days to 28.26 days; time for approval and notification of award increased from 12.71 days to 13.71 days after introduction of PPR.

12. In 97.39% and 96.88% bids respectively before and after the PPR, contracts were awarded within original validity period indicating a slippage, and 94.00% and 84.00% contracts signed respectively before and after PPR were completed within original timeline. All procurement activities of 98.54% and 100.00% tenders respectively before and after PPR were completed within planned procurement timeline.

13. Bidders reported that delay in making payment to contractors increased compared to pre PPR period. They reported that time for payment of bills increased from 62 days to 66 days after introduction of PPR. Incidence of delayed payments increased from 15% to 17% contracts respectively before and after PPR. However, incidence of late payment reduced from 45.4% to 30.9% contracts and, incidence of too late payments increased from 12.9% to 40.2% contracts. Imposition of liquidated damages increased from 2.37% to 3.94% contracts respectively before and after the PPR.

14. Incidence of major complaints received before and after introduction of PPR did not increase (complaints received in 10 invitations out of 6,716 bids in 2002-2003 compared to complaints received in 14 invitations out of 9,595 bids in 2012-2013).

15. The concerned officials and bidders interviewed in the study generally appreciated the campaigns for communication and behavioral change and social accountability. They suggested to targeting the policymakers, members of parliament, ministers, political leaders, development partners/donor agencies, procuring entities, bidders/business community, civil society, media personnel, and general public in the campaigns. They also recommended use of effective communication materials like poster, brochure, and leaflet; and prefer media like news paper, internet/website, television, radio and poster and bill board.

#### **D. Strengths and Potential Challenges of Implementation of PPR**

16. The study identified the strengths of the PPR. Major strengths are establishment of a permanent institution (CPTU), development of a legally bound unified procurement system for all public procurement entities, facilities for training and technical support from CPTU, etc.

17. PPR ensures fair competition, proper bid evaluation and decision making, reduced scope of misprocurement and manipulation and corruption and fraud. E-GP introduced by PPR has simplified public procurement for both procuring entities and bidders. The Government introduced technology transfer and use of communication technology in public procurement.

18. PPR can increase efficiency and efficacy and cost effectiveness ensuring value for money and faster aid utilization/development works although initial experience did not prove that as there is lack of skills and logistic facilities particularly in the rural areas. PPR through providing extensive training on public procurement has enhanced capacity in CPTU and sector levels especially in the district level.

19. The study identified several critical limitations and challenges of implementation of the PPR. All procuring agencies need competent manpower with specific skills on new procurement system including rules and guidelines, standard bid documents, and procurement practices. All procuring agencies lack manpower and necessary logistic facilities.

20. Implementation of PPR faces digital divide problem as majority of the senior officials responsible for decision-making in procuring agencies are not that familiar with and proficient in the new procurement system and digital matters such as electronic procurement system. While this situation is changing fast yet the matter remains as a challenge for implementation of PPR.

21. Lots of procurement actions are undertaken in district and upazila levels where major development works take place. The facilities for internet, skilled manpower, banking facilities, access to electricity in field level are still a problem for efficient digital office management in general and procurement activities in particular. Limited number of local bank branches, inadequate and unskilled manpower and logistic facilities in the branches, and frequent delays and leakage of information encouraging corrupt and fraudulent practices are major problems.

22. Limitations of existing server capacity and low speed of local internet facilities are major challenges to implementation of PPR in general and e-GP in particular. Access to CPTU help desk and effective support and lack of manpower in CPTU are challenges for implementation of PPR.

#### **E. Lessons Learned and Suggestions for Improvement**

23. Government may arrange training (both short and long courses) for a considerable number of officers from all procuring agencies with the help of CPTU using reputed public and private training institutes. All potential bidders wishing to register must recruit and retain staff trained in new procurement system. Staff of private bidders should also be trained in the same training institutes on PPR and new procurement system at cost.

24. E-GP introduced already should be enforced for all public procuring agencies and be applicable to all type of procurements. Both paper-based system and e-GP system may be used simultaneous but e-GP should not be optional as it may decelerate the introduction of e-GP system.
25. CPTU should undertake a study to identify the reasons for longer time required in completing procurement activities at various steps and find how such inefficiencies can be removed.
26. All public procuring agencies should establish its own dedicated procurement unit provided with trained manpower, logistic facilities and adequate arrangement and fund for its up-keeping.
27. CPTU should keep its server capacity upgraded and maintain the help-desk properly with dedicated and skilled manpower. Government should provide sufficient separate budget for the CPTU after the PPRP II is closed to ensure smooth operation on a sustainable basis. Government should also provide and retain highly professional and skilled manpower for its management and operation.
28. Limited Tendering Method may continue but there should be restrictions for not quoting above or below certain range such as 10% above or 10% below estimated rates ensuring value for money.
29. CPTU should designate several banks in each location having skilled manpower and logistic facilities allowing competitive services. CPTU should also see that internet service providers in all locations are suitable and capable enough to provide efficient and uninterrupted services.
30. CPTU should emphasize on motivational campaigns for behavioral change communication to bring changes of the mind set among the community including policy makers, bureaucrats, politicians, civil society through print and electronic media and campaigns and rallies and workshops.
31. CPTU should also widely publicize PPR and new procurement procedures among the people and civil society focusing how transparency and accountability and value for public money are being ensured through the PPR. For this, both print and electronic media can be used alongside posters, billboards and signboards hoisted in prime locations.
32. CPTU should bring all public procuring agencies under its training and monitoring cover and implementation of PPR. Likewise, Government should ensure that all ministries enforce PPR including its directorates, departments and institutes.
33. Although there was need for use of international consultants in the initial stages the local consultants should be engaged for the purpose of public procurement reforms in the future.

## **Section I Background and the Impact Evaluation Study Design**

### **A. Background - Public Procurement Reforms in Bangladesh**

1. Bangladesh is a developing country. In developing economies like the Bangladesh, development initiatives are public sector led while private sector supports and takes on the role of development agents and participating stakeholders. Public sector led development is a highly responsible function linked to the requirement of spending public funds ensuring highest level of transparency, accountability, least cost, and quality standard. One major study<sup>1</sup> of the World Bank/United Nations Development Programme found that among too many reasons of aid utilization, one single main reason is procurement delay. The study<sup>1</sup> also found that procurement delays emanates from among others lack of necessary skills on the backdrop of absence of simplified procurement systems for procuring agencies consistent with donors and development partners.

2. Project implementation delays are often not adequately highlighted because of the lack of an efficient project management information system (MIS). The existing system could not provide timely feedback of the key government officials and IMED. An improved monitoring and communications system is vital in dealing with the generic and other problems affecting project implementation in a timely manner.

3. Considering the situation, ERD in 1992 issued guidelines for procurement for externally funded projects. In the absence of general public procurement rules, the ERD guidelines were observed for locally funded procurement as well. Inadequate procurement expertise, complex bureaucratic decision-making processes, lack of transparency, poor accountability and pervasive corruptions had contributed considerably to the slowdown in project implementation. Project implementation was also hampered due to inappropriate selection criteria for key project personnel including project directors and their inadequate familiarity with project management concepts and procurement and disbursement procedures.

4. Government with assistance from the World Bank (WB) carried a review in 1999 of the public procurement legal framework, institutions, policies, practices and competence and skills of the officials and staff. The objective of the study was to assess the efficiency and transparency of public procurement and identify weaknesses in the system and find solutions to address them to compare the system with international models and introduce internationally accepted norms and concepts and to modernize the system using available technology. The Implementation Monitoring and Evaluation Division (IMED) of the Ministry of Planning coordinated the study. Later in 2000, the World Bank based on the findings presented the Country Procurement Assessment Report (CPAR) along with recommendations and action plans.

5. The World Bank assists its member countries in analyzing their present procurement policies, organizations, and procedures. The main instrument for undertaking this diagnostic work is the Country Procurement Assessment Report (CPAR). In July 2000, CPAR was designated as Economic and Sector Work (ESW). The CPAR was intended to be an analytical tool to diagnose the soundness of the existing system in a country. After diagnosing the soundness of the existing system, the Bank assists the Borrower member country in developing or modifying their systems. The CPAR's was used to develop and establish an Action Plan to improve the existing system for procuring goods, works, and services.

6. CPAR recommended establishment of a Central Procurement Technical Unit (CPTU), introduction of national rules, procedures and standard tender documents uniformly applicable to all public entities, irrespective of source of funding, introduction specific reforms to address present shortcomings and launching a major initiative to enhance procurement management capacity through education and training of staff.

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<sup>1</sup> 1989. World Bank/UNDP. Public Administration Efficiency Study Project - Technical Assistance

7. In 1999, the Asian Development Bank (ADB) and the World Bank conducted a joint review of the country portfolio performance and prepared an aide memoire detailing an Action Plan for the Government. The plan highlighted the need for the simplification of government procedures, timely recruitment of consultants, improved retention and training of project directors, training of procurement specialists, increasing delegation of procurement authority, and simplification of land acquisition procedures. Central Procurement Technical Unit (CPTU) has been hosting a website since establishment of the organization. Establishment of CPTU was necessitated to bring in discipline, transparency and accountability in public procurement of works, goods and services. The website has posted in it all relevant information, rules, act etc. that govern the public procurement in the country. Standard Tender Documents, prepared under the Public Procurement Reform, is one of the most important features contained in the CPTU website. Another important feature of the website is “Tender Notice” of public procuring entities of the government.

8. In 2000, IMED was entrusted by the government to provide secretarial responsibilities with technical assistance for procurement of goods, works and professional services for the public sector. Accordingly IMED provided training on project management and implementation and strengthening the capacity for procurement management, through production of technical guidance notes on selected topics. The topics included technical specification, bid evaluation, streamlining of procedures. Later, in February 2001, government started to implementation of CPAR from Central Procurement Technical Unit (CPTU) located in the IMED. Probably the most important aspect of public procurement is ‘value for money’; which is considered to be a utility derived from every purchase or every sum of money spent for the purpose. Value for money is the perception of the buyer or the receiver of goods/works/services. Proof of good ‘value for money’ is in believing or concluding that the work of the goods/works/services procured is either substantially equal or slightly more than the amount spent.

9. All these efforts to improving public procurement system for contributing towards bringing efficiency and efficacy in public development programs pointed out one major compelling requirement for an unified national modern procurement framework, well-trained personnel and a good management information system are essential for strengthening the public sector and project procurement and bring efficiency, transparency and accountability to the procurement process.

10. World Bank provided technical assistance to implement the CPAR recommendations and establish management information system to monitor and oversee the public procurement activities. Later, the World Bank provided two assistances namely, Public Procurement Reform Project (known as PPRP) and Public Procurement Reform Project II (known as PPRP II). PPRP was started in 2003 and was completed in 2008 while PPRP II started in 2007 and was scheduled to close in 2012 but later the project was extended up to 2017 to complete objective oriented additional activities and providing training to larger number of target officials. Summary of the projects are presented at table 1.1 & 1.2

Table 1.1: Summary of PPRP

<b>Duration</b>	<b>PPRP</b>	
Components	Establishing a Central Procurement Technical Unit (CPTU) Implementing Public Procurement Reforms and Rules/ Procedures. Improving procurement management capacity.	
Objectives	Improve governance in Public Procurement; improve efficiency, transparency and accountability in public procurement of goods, works and services; and improve people's confidence, reduce corruption and strengthen country's aid utilization	
Total Cost	Original cost: Taka 282.46 million	Revised cost: Taka 321.43 million
Duration	Original start: May 2002 Original closing: Apr 2005	Actual start: May 2002 Actual closing: Jun 2008

Table 1.2: Summary of PPRP II

<b>Duration</b>	<b>PPRP II</b>	
Components	Furthering Policy Reforms and Institutionalizing Capacity Development Strengthening Procurement Management at Sector &, CPTU Introducing e-Government Procurement Communications, Behavioral Change and Social Accountability	
Objectives	Complete remaining policy reform including secondary legislation; increase institutional capacity for better managing public procurement; strengthening procurement management capacity at sector level including CPTU and other sectors of IMED; development, piloting and launching of e-Government Procurement in the country; and involve the stakeholders in public procurement and make the procurement entity accountable to the society	
Total Cost	Original cost: Taka 1,909.244 million	Revised cost: Taka 4,736.00 million
Duration	Original start: July 2007 Original closing: Jun 2012	Actual start: July 2007 Revised closing: Jun 2017

### B. Target and Achievement

11. The costs of the two projects in terms of project aid and government contribution at original and revision and the actual cost at closing are presented at table 1.3.

Table 1.3: Project Cost and Spending

<b>Project(s)</b>	<b>Contributor(s)</b>	<b>Project Cost (Taka in Lakh)</b>		
		<b>Original</b>	<b>Revised</b>	<b>Actual</b>
PPRP				
	Project Aid (WB)	25,57.30	32,08.18	32,08.18
	Government	2,67.30	95.80	95.80
	<b>Total</b>	<b>28,24.60</b>	<b>33,03.98</b>	<b>33,03.98</b>
PPRP II	Project Aid	181,00.63	455,71.73	179,75.70 <u>1/</u>
	Government	9,91.81	17,88.14	2,05.64 <u>1/</u>
	<b>Total</b>	<b>190,92.44</b>	<b>473,59.87</b>	<b>181,81.34 <u>1/</u></b>

Source: IMED Project Monitoring Report, June 2008 and CPTU, RTPP-2nd Revision, May 2013

1/Note: Actual expenditures of PPRP II up to June 2013.

### C. The Assignment – Impact Evaluation Study

12. The Implementation Monitoring and Evaluation Division (IMED) selected the Public Procurement Reform Project (PPRP) and Public Procurement Reform Project (PPRP - II) for impact evaluation during 2013-2014. The evaluation study was out sourced to Eusuf and Associates (a consulting firm) to undertake the impact study. While the PPRP is closed and the PPRP II is on-going, the consultants have assessed impact of the PPRP as of 2008 and PPRP II as of 2013. Basically, the impact study is primarily on the PPRP that was closed in 2008. The consultants have undertaken a review of the implementation of the PPRP II based on very limited information provided by the implementing agency (CPTU). The objectives of the impact evaluation study were to:

- review the targets and actual progress of the projects against the agreed/approved result frame and reasons for lapses and discrepancies, if any;
- examine whether the procurement process (invitation of tender, evaluation of tender, approval procedures, contract awards etc.) of the packages (goods, works and services) under this project was done following PPR'08/ donor's procurement guidelines (if necessary) - the consultant will be required to analyze these procurement related functions based on predetermined indicators;

- assess the effects of capacity building increases in developing institutional capacities at CPTU and other major procuring entities thereby resulting in a transparent, accountable and value-for-money procurement system in the country;
- evaluate the efficacy of training programs with regard to building of skills and positive changes in the mindset of concerned trained up officials for improved performances in procurement of goods, works and services;
- assess the adequacy and effectiveness of social campaign conducted under the PPRP and PPRP-II in raising awareness and support for a transparent and accountable system in Bangladesh;
- assess e-Government Procurement (e-GP) issues in four target agencies (RHD, LGED, BREB, BWDB) and six organizations and analyze how it functioned to help in reducing corruptions and strengthening the country's aid utilization efforts;
- conduct case studies of some good projects to see how the best practices and procedures of procurement are contributing to better utilization of public resources;
- identify potential threats and challenges towards effective implementations of on-going activities under PPRP-II (up to June, 2013);
- Offer pragmatic suggestions towards improving procurement policy reform and upgrading functional efficiency/capacity of CPTU and concerned govt. offices/agencies.

#### **D. Methodology and Tools**

13. The methodologies for the impact evaluation study included: An analysis of the objectives of the study and tasks involved in implementing the study, selection of approach and strategies to achieving the study objectives, choosing the methodologies for different activities including designing the appropriate tools, designing the sampling technology and frame, and estimating the manpower, in-depth review of secondary documents related to the project design, implementation, and changes overtime. The consultants reviewed progress of implementation of the activities of the Project in terms of physical and financial achievements and compared with project targets and milestones. The physical progress included an account of implementation of the project activities viz: (i) establishing a Central Procurement Technical Unit (CPTU); (ii) implementing Public Procurement Reforms and Rules/ Procedures; and (iii) improving procurement management capacity of the PPRP. In respect of PPRP II, the project activities included (i) furthering Policy Reforms and Institutionalizing Capacity Development; (ii) strengthening Procurement Management at Sector &, CPTU; (iii) introducing e-Government Procurement; and (iv) Communications, Behavioral Change and Social Accountability.

14. The consultants in order to fulfilling the objectives of the impact evaluation study designed the methodologies and tools for data collection within the framework of approaches and strategies. Considering that the objectives cover wide range of outputs and outcomes, the methodologies and tools for different activities were different as the approaches and strategies are different.

15. The consultants used different approaches and methodologies and tools for collecting data such as: review of secondary documents, key informant interview, visits to project area by experts and discuss with stakeholders, survey and data collection from sample offices, preparing case studies, administration of focus group discussions, holding a field level stakeholder workshop. The methodologies and tools were developed following the objectives of impact evaluation and key output and outcome indicators as needed.

16. Two sets of data collection instruments were prepared (Appendix I) for collecting necessary quantitative and qualitative data and information. Considering the nature of activities, the impact evaluation placed higher importance to qualitative information as needed. Qualitative information was gathered primarily from key informant interviews, discussions with officials, case studies and focus group discussions. The questionnaires sets were used to interview officials of the public organizations responsible for procurement of goods, works and services, and potential bidders associated with the respective public entities.



## **1. Sample Design**

17. In determining sample size, prevalence rate and number of ministries, departments, agencies, autonomous from large number of officials received training under the project and several relevant sub-indicators were used. For estimating sample size 95% confidence level and 5% precision level was considered as appropriate for similar researches. A factor 1.2 is applied for non-responsive respondents. Given the prevalence rate, confidence level, and non-responsive factor the sample size was determined using the following formulae. The general formula (Cochran) is;

$$n = \frac{(Z_{0.95}^2 \cdot PQ) (\text{non-responsive factor})}{e^2} = 345.744 \text{ say } 412$$

Where, n= Sample size

P= Prevalence rate, 75% (assuming 75% respondents are involved in procurement)

Q= 1-P

Non-responsive factor, 1.2 (applicable for both officials and bidders)

Z<sub>0.95</sub> = 1.96 for 95% confidence level

e= precision rate = 5%

18. The consultants have covered 100% administrative divisions by selecting 25% of districts as specified in TOR (16 districts out of total 64 districts) for interview and focus group discussion. The 16 districts were distributed within seven divisions proportionate to the number of districts in each division. Selected 16 districts are at Appendix II. It is noted that selection of districts was made to represent data/information relevant to the impact of procurement at places frequently supervised on the one side; and places less frequently supervised on the other side, by the senior officials where procuring officials in most cases act by their own judgment. It was estimated that officials from 110 ministries, departments, corporations and institutions received training from CPTU and 25 percent of these agencies (2.7 or 28) will be surveyed. The selected agencies are at Appendix III.

## **2. Reviewing of Implementation Status of the Projects**

19. This activity was limited to assessment of the status of implementation of the components of both PPRP and PPRP-II and comparing the achievements in physical and financial terms with the agreed achievement targets in time dimension. Therefore, the evaluation activities were limited within CPTU in general particularly the project implementation unit within CPTU. The consultants collected relevant secondary documents like TPP including all revision, project completion report (PCR) prepared by IMED, Project completion prepared by the World Bank, Opinion Research on Public Procurement, July 2010; Aide Memoires of different dates and consultants reviewed secondary reports and had detailed discussions as needed to assess the implementation status and constraints.

## **3. Interviewing of Respondents**

20. The consultants conducted survey and collected data from both Dhaka and district levels. From Dhaka, the consultants surveyed and collected data through interviewing 2-4 officers/staff involved in procurement preferably who had received training from CPTU from the selected 28 agencies. The consultants surveyed and collected data interviewing four officials/staff of potential bidder firms of each of the 28 selected directorates/departments/corporations/institutes based at Dhaka. The enumerators reviewed all tenders concluded during 2002-2003 and 2012-2013 in the surveyed offices for comparison and assessment of impact.

21. The consultants surveyed and collected data from district level offices of LGED, RHD, BREB and BWDB in 16 selected districts through interviewing four officials/staff from each office. Again, the consultants surveyed and collected data through interviewing four officials/staff of one potential firm of each of the four agencies from 16 selected districts. Number of planned respondents and actual achievement is at table 1.4.

Table 1.4: Sample Size (Target and Actual)

Agencies Surveyed and Data Collected		Respondent(s)	
		Target	Actual
1	Dhaka based public sector 28 agencies including CPTU	92	100
2	Dhaka based potential bidding firms of the 28 selected agencies	64	76
3	District level offices of LGED, RHD, BREB and BWDB of 16 districts	128	120
4	Potential bidders of LGED, RHD, BREB and BWDB of 16 districts	128	118
	<b>Total</b>	<b>412</b>	<b>414</b>

#### 4. Focus Group Discussions

22. In addition to individual interview, the impact evaluation team carried out 16 focus group discussions (FGD). One FGD session was conducted in each sampled district. Out of these FGD sessions one FGD session was conducted with National Trainers in Dhaka. In one FGD session, a small number (10-12) of key informants covering public representative, local administration, community leaders, local elite, teachers, and concerned stakeholders in the area were invited to participate. The FGD sessions were guided by a facilitator or moderator encouraged talking freely and spontaneously about the issues of investigation. Locations and participants of the FGD session were selected in consultation with the respective officials of the four agencies (BREB, RHD, BWDB, and LGED) in each district. FGDs were conducted to collect qualitative in-depth information especially focusing on the following issues:

- Governance in Public Procurement
- efficiency, transparency and accountability in public procurement of goods, works and services
- People's confidence, reduce corruption and strengthen country's aid utilization
- Adequacy of legislation
- Institutional capacity for better managing public procurement
- Procurement management capacity at sectoral level including CPTU and other sectors of IMED
- Development, piloting and launching of e-Government Procurement (e-GP) in the country
- Involvement of the stakeholders in public procurement
- Accountability of the procurement entity to the society

23. FGD sessions were conducted using a checklist as at Appendix I and captured useful qualitative information and feedback of participants on reform of the public procurement system and its necessity and appropriateness, awareness of community, strengths and weaknesses of project, suggestions for improvement of implementation of similar projects in future and participation of communities, etc. All planned 16 focus group discussions were conducted and the feedback is in section V.

#### 5. Case Studies of Best Examples of Efficient Public Procurement

24. The consultants conducted selected case studies of progress of implementation of the reforms especially implementing the public procurement methods and using standard bidding documents and following suggested procedures and compliance requirements. The case study also covered progress and experience of using e-GP by the four major public sector procuring agencies namely LGED, RHD, BREB and BEDB. In all, 11 case studies were conducted compared to 12 targeted. Feedback of the case studies is in section V.

## **6. Field Level Workshop with Stakeholders**

25. The consultants organized a one day participatory evaluation workshop of stakeholders on 28 April 2014 at Manikganj district. The purpose of the workshop was to share with the stakeholders on various issues relating to the project especially governance in public procurement, efficiency, transparency and accountability in public procurement of goods/works/services, using e-GP and users' experience and constraints, and suggestions for improvements. Feedback of the workshop is in section V.

## **7. Limitations**

26. The impact evaluation had several critical limitations such as time constraint to evaluate two major projects spread over longer period from 2003 to 2017, impact evaluation of an on-going project (PPRP II), lack of access to information in both implementing agency and the sample surveyed agencies, reluctance of officials to disclosure procurement related information, absence of the appropriate persons involved in procurement during the study, lack of access to procurement related documents, etc. However, all sample procuring agencies including the four major agencies (LGED, BWDB, BREB and RHD), both at headquarters and at district levels were supportive and extended necessary cooperation and assistance in the study that were instrumental to the successful completion of the assignment and producing a useful and high quality impact study report on time. Support from the Evaluation Division of IMED in accessing data sources was very helpful for the success of the impact study.

## **Section II Progress of Implementation of Projects**

27. Procurement is the acquisition of goods, works and services from an outside external source. It is favorable that the goods, works and services are appropriate and that they are procured at the best possible cost to meet the needs of the purchaser in terms of quality and quantity, time, and location. Public bodies often define processes intended to promote fair and open competition for their business while minimizing exposure to fraud and collusion. To introduce unified procurement system in all public sector organizations throughout the country the Government of Bangladesh undertook the Public Procurement Reform Project (PPRP) in 2002 and a follow-up project namely Public Procurement Reform Project II (PPRP II) in 2007. IMED selected the two projects for impact evaluation during 2013-2014. Physical and financial achievement of the projects was assessed based on available information and described in the following paragraphs. In the impact study 2002-2003 data were collected to represent pre-project situation and data of 2012-2013 were collected to represent terminal year of PPRP II.

### **A. Implementation period of Public Procurement Reform Project (PPRP)**

28. Public Procurement Reform Project (PPRP) started in May 2002 and was closed in June 2008. The originally the project was scheduled to start in May 2002 and close in April 2005. The estimated cost of the project was Tk.2,824.60 lakh. The cost was revised to Tk.3,214.30 lakh (14% increases from original cost). The Project was completed at an actual cost of Tk.3,214.30 lakh (99.81% of revised cost) indicating an overall financial achievement is 99.81%. PPRP is a major reform program involving reforms in almost all sectors as all sectors do have some public procurement. Implementation of reforms is a long process in any agency let alone covering all sectors. The implementation of the PPRP took longer time of eight years (2002-2008) compared to originally planned for three years (2002-2005).

29. There were three components of the PPRP and these components were (i) Establishing a Central Procurement Technical Unit (CPTU), (ii) Implementing Public Procurement Reforms and Rules/Procedures, and (iii) Improving procurement management capacity. Status of implementation of the project by components is presented in the following paragraphs.

#### **1. Establishing a Central Procurement Technical Unit (CPTU)**

30. A Central Procurement Technical Unit (CPTU) is established under the project creating 19 temporary posts including ten officers and nine staff. During implementation of the project, there were two Project Directors and both of them were on full time basis. This is a good indicator of having full time Project Director throughout the project implementation period. CPTU extended technical and other supports to different ministries and division to follow rules of procurement.

31. International consultants were deployed for various durations. Major areas of international consultancy were Rules and Procedures, and Procurement Management Development. M/S ITC-ILO an Italian consulting firm was recruited from single source. The consultants of the firm prepared Rules, Regulation and Standard Tender Document (STDS), RFPS, Review Panel Guidelines, etc.

32. Major areas of national consultancy were institutional and policy development, improvement of financial management for CPTU, Rules and Procedures, Procurement Legal, Procurement Management Capacity Development, Training and Procurement, Establishment of MIS and Procurement Website (a) development and maintenance of MIS for procurement performance tracking, (b) development and maintenance of procurement website, (c) linkage of CPTU and IMED.

#### **2. Implementing Public Procurement Reforms and Rules/Procedures**

33. Under the project CPTU has prepared a number of documents for streamlining public procurement. The documents included, (i) Public Procurement Regulation, 2003 in both English and Bangla versions; (ii) Public Procurement Processing and Approval Procedures, 2004; (iii) Revision of Delegation of Financial Powers Award of Contract; (iv) Public Procurement Act, 2006; (v) nine papers on

procurement of goods and works, and four papers on procurements of services and consultants; 12 draft papers on pre-qualification. CPTU prepared draft guidelines for evaluation of tender, Concession Contract, Post Procurement Review and Review Panels and two drafts Model Contract for Electricity and Road Sectors. Four Review Panels were established for settlement of disputes, and CPTU is providing secretarial services to the said Panels. Dynamic Web Portal has been set up in CPTU. Provision has been made to make public the advertisement for tender, tender notice and Contract Award for procurement of above taka one crore through the Web Portal.

### 3. Improving Procurement Management Capacity

34. CPTU engaged Bangladesh Institute of Administration and Management (BIAM) and Bangladesh Institute of Management (BIM) for preparation of training modules and materials. Under this component training was provided to government officials following five modules. There were two categories of training – long term training for 21 days and short term training for three days. Although target for training was 1,600 persons actually 2,000 persons were provided training (25% over achieved).

### 4. Foreign Training

35. There was provision of four categories of foreign training in areas of the training were capacity building of CPTU/IMED, others international program, high level Forum Paris-DG, and study tours (18 persons). Ten persons undertook training in Torin of Italy under capacity building category, 28 persons received training under study tour compared to 18 persons originally planned. Details of the persons participated in foreign trainings abroad are not available with CPTU. The Director General participated in the high level Forum Paris-DG.

### 5. Procurement of Equipment

36. The procurements made under the PPAR followed PPR guidelines in general. The CPTU procured necessary equipment and materials for its smooth functioning. The major items included file server, backup server, office equipment, books, journals relating to Procurement Regulation Act, rules, guidelines, standard tender documents, document on request for proposal, training modules, etc. for the library of IMED. Necessary office furniture and two vehicles were also procured.

### 6. Target and Achievement

37. For most of the items both physical and financial achievements are 100%. Physical and financial achievements compared to targets are summarized at table 2.1.

Table 2.1: Financial Target and Achievement of the Implementation of the Project by Items

(Taka in Lakh)

Item(s)	Target (as per PP)	Achievement
A. Consulting Services		
<b>Consultant – International</b>		
Rules and Procedures	419.77	419.77
Procurement Management Development	690.00	690.00
Sub-Total – International	1109.77	1109.77
<b>Consultant – National</b>		
CPTU-Finance Manager	35.38	35.38
Rules and Procedures	487.70	487.70
Procurement Management Development	256.86	
Sub-total – National	779.94	779.94
Total of Consultants	1889.71	1889.71

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“Public Procurement Reform Project (PPRP-I)-Revised and PPRP-II (Revised-I)”*

Item(s)	Target (as per PP)	Achievement
B. Training/Meeting/Workshop/Fellowship		
International		
CPTU	110.70	110.70
Procurement Management Development	116.24	116.24
<b>Sub-Total – International</b>	<b>226.94</b>	<b>226.94</b>
National		
CPTU (Workshop and meeting)	25.15	25.15
Procurement Management Development	463.90	463.90
<b>Total –Training/Meeting/Workshop/ Fellowship</b>	<b>690.84</b>	<b>690.84</b>
C. Research & Studies (Out Source) (CPTU)	85.00	85.00
D. Linkage with University/ Institutions	186.33	186.33
E. Vehicles	36.92	36.92
F. Equipment (CPTU)	96.91	96.91
G. Furniture (CPTU)	39.59	39.59
H. CD/VAT	20.00	13.87
<b>Total (C, D, E, F, G &amp; H)</b>	<b>464.75</b>	<b>458.62</b>
<b>Grand Total</b>	<b>3045.30</b>	<b>3039.17</b>

Source: IMED PCR, 2008

## B. Electronic Government Procurement

38. Introduction of Electronic Government Procurement (e- GP) system was one of the important activities of the Public Procurement Reform Project. The Aide Memoire of the World Bank in the Fifth Review Mission (May 2 to 12, 2005) mentioned a follow up technical assistance to uphold the success of the existing project. The follow up technical assistance included areas of activities namely, capacity building, compliance monitoring and evaluation, change behavior and social accountability, and e-GP. Government approved the proposed technical assistance project funded by the World Bank and the Government. The objectives of the follow up technical assistance project were to operate research activities at high level to create favorable environment in favor of public procurement to create favorable environment for use of e-GP system in government procurement.

39. CPTU selected an international consulting firm namely, International Governance Solution (IGS) for providing implementation support to the CPTU. There was provision of only international consultants. There was provision of study tour for three officers but seven officers took part in the study tour. Particulars of the participants are not available with CPTU. Allocation and spending under the follow-up technical assistance is summarized at table 2.2.

Table 2.2: Allocation and Spending

(Taka in Lakh)

Item(s)	Financial Target and Progress		
	Budget	Actual	% achievement
International Consultant	29.60	23.25	78.55
National Consultant	13.20	0.00	0.00
Study tour	29.50	22.90	77.63
Vehicle	1.30	0.00	0.00
Stationery	1.97	0.00	0.00
<b>Total</b>	<b>75.57</b>	<b>46.15</b>	<b>61.07</b>

Source: IMED PCR, 2008

**C. Public Procurement Reform Project II**

40. Awareness has been increased among the stakeholders – procuring entities, bidding community, development partners due to implementation of Public Procurement Reform Project. The scheduled date of closing of the project was June 2008 but full implementation of the Public procurement Act among all the public procurement entities remained the biggest challenge. The Government and the World Bank considering need and importance of several remaining activities of the PPRP a follow up technical assistance credit support namely the Public Procurement Reform Project (PPRP II) was provided. The PPRP II was scheduled to start from July 2007 and close on June 2012. The duration of PPRP II was revised twice with present closing date of June 2017. Accordingly the project cost was also revised every time. Project implementation schedules are at table 2.3.

41. The objectives of the PPRP II were similar to the PPRP. Specifically, the objectives were to, (i) complete remaining policy reform including secondary legislation; (ii) increase institutional capacity for better management of public procurement; (iii) strengthening procurement management capacity at sector level including CPTU and other sectors of IMED; (iv) development, piloting and launching of e-GP in the country; and (v) involve the stakeholders in public procurement and make the procurement entity accountable to the society.

Table 2.3: Project Implementation Period

Project Revision(s)	Project Period(s)	
	From	To
Original Schedule	July 2007	June 2012
1 <sup>st</sup> Revised Schedule	July 2007	June 2013
2 <sup>nd</sup> Revised Schedule	July 2007	June 2017

Source: RTPP-2<sup>nd</sup> Revision, May 2013

42. Cost of the project was revised according to revisions of project implementation period. The first revision was made for inter-item adjustment of costs and service months warranted coping up with actually needed keeping original cost unchanged. In the second revision, project cost was enhanced. The original cost of PPRP II was Tk. 190.924 crore that was enhance to Tk. 473.6000 crore upon extension up to June 2017 including and additional cost of Tk. 276 crore (US\$34.50 million). Original and revised cost of the project is at table 2.4.

Table 2.4: Original and Revised Project Costs

(Taka in Lakh)

Project Revision(s)	Project Cost		
	World Bank - RPA	Government Contribution	Total
Original Cost	181,00.00	9,92.00	190,92.00
1 <sup>st</sup> Revised Cost	181,00.00	9,92.00	190,92.00
2 <sup>nd</sup> Revised Cost	455,71.73	17,88.14	473,59.87
Actual expenditure (30 Jun 2013)	179,75.70	2,05.64	181,81.34

Source: RTPP-2<sup>nd</sup> Revision, May 2013

**1. Component of the PPRP II**

43. PPRP II has four major components, namely, (i) furthering policy reforms and institutionalizing capacity development, (ii) strengthening procurement management at sector and CPTU, (iii) introducing e-GP, and (iv) communications, behavioral change and social accountability. Project cost is summarized at table 2.5.

Table 2.5: Summary of Cost of the Project

(Cost in Lakh Taka)

Project Component(s)	Original Budget			First Revised Budget			Second Revised Budget		
	GOB	RPA	Total	GOB	RPA	Total	GOB	RPA	Total
Component-1	234.69	6609.02	6843.71	33.19	8059.85	8093.04	0.00	15868.67	15868.67
Component 2	560.96	5740.90	6301.86	816.38	3471.98	4288.36	588.14	8618.74	9206.88
Component 3	114.08	3153.16	3267.24	122.43	5716.22	5838.65	1200.00	18610.90	19810.90
Component 4	82.27	2596.92	2679.19	20.00	851.95	871.95	0.00	2473.44	2473.44
<b>Total</b>	<b>992</b>	<b>18100</b>	<b>19092</b>	<b>992</b>	<b>18100</b>	<b>19092</b>	<b>1788</b>	<b>45572</b>	<b>47360</b>

Source: RTPP-2<sup>nd</sup> Revision, May 2013

## 2. Status of Project Implementation

44. The impact evaluation assessed the progress of implementation of the PPRP II based on the review of the secondary documents available with the IMED, executing agency and relevant stakeholders. This is an ongoing project and its implementation achievement is changeable with the passage of time. As mentioned her above at para 27 that PPRP II is another major reform program involving reforms in almost all sectors. Implementation of reforms is a long process and it takes time. The implementation of the PPRP II may longer time of ten years (2007-2017) compared to originally planned for five years (2007-2012). The progress as of the PPRP II up to the study period is summarized in the following paragraphs.

## 3. Furthering Policy Reforms and Institutionalizing Capacity Development

45. Implementation of the component has been slow primarily due to delay in executing the main capacity development contract with FINEUROP in collaboration with the local institutes (ESCB and BIM) even though about 70% of project implementation period has already been elapsed. The core competence course with CIPS/UK and BRACU-IGS is progressing as planned. The progress of contract with ITC-ILO/Turin for the Masters program is good.

46. Policy reform actions are contributing to bringing in systemic changes in the procurement environment of Bangladesh despite GoB's certain amendments of the Public Procurement Act-PPA in late 2009 concerning small value civil works contracts that are not consistent with the World Bank's Procurement Guidelines.

47. This is a continuation of the previous program to train about 13,200 persons from 18 different target audiences covering procurement practitioners, policy makers, junior/senior civil servants, auditors, accountants, journalists, etc. Of them, there is provision of 90 main courses, each of three-week duration, targeting about 2,700 procurement practitioners (about 400 remaining participants from 4 target agencies, about 2,000 from the additional 20 agencies, and other agencies). FINEUROP is responsible for conducting these courses in collaboration with its nominated sub-consultant ESCB, and another local institute - BIM.

48. Several training programs were outsourced to Engineering Staff College Bangladesh (ESCB), Bangladesh Institute of Management (BIM), Bangladesh Public Administration Training Centre (BPATC), Bangladesh Civil Service Administration Academy (BCSAA), National Academy for Planning and Development (NAPD), National Institute of Local Government (NILG) and Taxation Academy. Target of training was 7092 while training was provided to 7431 persons. Major training courses were three week Training on Goods, Works and Services, SSC (G3), ACAD (G2), Foundation (G1), Law and Administration (G5a), Fit listed UNOs (G5c), Development Administration and Management for DS (G5b), MCIPS and PPP Training. Detail of the training is presented at table 2. 6.



Table 2.6: Summary of Target and Achievement of Training Courses  
(Progress from 2008 up to 6 May 2013)

	Training providers	Name of training courses	Target (Number)	Achievement (Number)	Percent of achievement
1	ESCB	Three week Training on Goods, Works and Services	2000	2594	130
	BIM	Three week Training on Goods, Works and Services	700	956	137
2	BPATC	SSC (G3)	240	197	82
3	BPATC	ACAD (G2)	480	444	93
4	BPATC	Foundation (G1)	1500	1419	95
5	BCSAA	Law and Administration (G5a)	320	245	77
6	BCSAA	Fit listed UNOs (G5c)	105	48	46
7	BCSAA	Development Administration and Management for DS (G5b)	70	34	49
8	NAPD	Short training course of BCS (economic) on project management and public procurement	250	220	88
9	FIMA	Short training course for BCS Audit and Accounts Officials on Public Procurement	327	324	99
10	NILG	Awareness/Orientation workshop for Municipalities on Public Procurement	600	492	82
11	Taxation Academy	Short Training Course of BCS (Customs and Excise) and BCS Taxation Cadre Officials on Public Procurement	160	160	100
12	CIPS, UK	Member of Chartered Institute of Purchase and Supply (MCIPS) – Capacity Development – Procurement Course Competent Skills and Accreditation Program	40	35	88
13	ESCB	Public Private Partnership (PPP) Training	300	263	88
		<b>Total</b>	<b>7092</b>	<b>7431</b>	<b>105</b>

Sources: CPTU

#### 4. Strengthening Procurement Management at Sector and CPTU

49. The on-line procurement management information system (PROMIS) for tracking procurement performance with indicators developed under PPRPII is being implemented by the four target agencies but at a slower pace than expected. The new M&E framework for the project is yet to be finalized. Continuity of key project staff in CPTU continues to be a challenge.

50. **Strengthening four Target Agencies’ Procurement Management Capacity:** Taking cognizance of the four target agencies (RHD, LGED, BWDB, and BREB) direct role in the implementation of e-GP and PROMIS, several arrangements were agreed at project preparation stage to ensure appropriate procurement management. All four agencies have demonstrated noticeable commitment in procurement reform agenda, with particular reference to e-GP and PROMIS. As part of that, the e-GP M&O firm (GSS Infotech with Dohatech New Media) has already assigned three persons at each target agency (2 e-GP help desk persons, and one e-GP trainer) who are sitting at those agencies. However, other arrangements by the agencies are still either not there or are at very initial phase.

51. **Strengthening of CPTU and IMED:** CPTU has demonstrated commitment in reforming the procurement environment. Given the mandate of procurement monitoring across all public sector organizations in addition to e-GP implementation and capacity development task, continuity of key

project staff and/or inadequacy of skilled staff at CPTU is a challenge. Few other key positions have not yet been filled up that is affecting e-GP functioning as CPTU needs to improve its in-house analytical capability of the reform initiatives that are critical to contributing to future policy and capacity development including impact of reform. The new CPTU building has been constructed within the Planning Commission Campus and functioning from November 2013. Staff strength of the CPTU is presented at table 2.7.

Table 2.7: Staff strengths of the CPTU

Post(s)	Provision of TPP	Posts Created			Posts Filled in	Posts Vacant
		Permanent	Adhoc	Total		
1 Director General	1	1	0	1	1	0
2 Director (Rules & procedures)	1	1	0	1	1	0
3 Director (e-GP)	1	0	1	1	1	0
4 Director (Cap.Devt & coord)	1	1	0	1	1	0
5 System Analyst	1	1	0	1	1	0
6 Deputy Director (works)	1	1	0	1	1	0
7 Deputy Director (Goods & Services)	1	1	0	1	1	0
8 Deputy Director (Operation & Management)	1	0	1	1	0	1
9 Deputy Director (M & E)//Programmer	1	0	0	0	0	0
10 Programmer (e-GP & IT)	1	1	0	1	1	0
11 Training Coordinator	1	0	1	1	1	0
12 Assistant Director (Training)	2	1	0	1	1	0
13 Assistant Director (co-ordination)	1	0	1	1	1	0
14 Assistant Programmer/Information Analyst	1	0	0	0	0	0
15 Assistant Programmer	1	1	0	1	1	0
16 Assistant Maintenance Engineer	1	0	1	1	1	0
<b>Total (Officers)</b>	<b>17</b>	<b>9</b>	<b>5</b>	<b>14</b>	<b>13</b>	<b>1</b>
17 Senior Computer Operator	4	0	3	3	3	0
18 Personal Officer	1	0	0	0	0	0
19 Computer Operator	9	8	0	8	7	1
20 Photocopier Operator	1	1	0	1	1	0
21 Driver	1	0	0	0	0	0
22 MLSS	4	0	0	0	0	0
<b>Total (Staff)</b>	<b>20</b>	<b>9</b>	<b>3</b>	<b>12</b>	<b>11</b>	<b>1</b>
<b>TOTAL</b>	<b>37</b>	<b>18</b>	<b>8</b>	<b>26</b>	<b>24</b>	<b>2</b>

Source: Aide Memoire (November 17-26, 2013)

## 5. Introducing e-Government Procurement (e-GP)

52. Implementation of e-GP using the national e-GP portal has entirely taken a new dimension with its rapid expansion at the four target agencies. Overall, it has exceeded the target by substantial margin (already over 2,600 bids invited in e-GP against a target of about 935 by December 2013).

53. The objective of the component is to expand the e-GP networking and its scope in a way that the key sectorial agencies are under full e-GP within three years, with specific reference to the four target agencies, thus, demonstrating its fair play, value-for-money, transparency, and open competition with enhanced accountability.

54. **Status of e-GP Implementation in four Target Agencies:** The implementation of e-GP has taken a new dimension with its rapid expansion in the recent months at the four target agencies. The overall activity levels are significantly ahead of target and growing rapidly. Most of this growth is being driven by very strong adoption by the LGED, while speed of adoption by RHD is slow. The BWDB was

ahead of e-tendering rollout target and was also using e-GP for Limited Tendering Method (LTM) and the BREB rollout also. The exponential rate of supplier registration is very much encouraging. The e-GP implementation trend is presented at table 2.8.

Table 2.8: Trend of Implementation of e-GP

Period(s)	Number of Registered Bidders/Suppliers	Number of Bid Invitations Made	Total Value of Bid Invitations (US\$M)
June 2012	294	14	2.95
December 2012	525	144	18.48
June 2013	1,067	498	61.92
September 2013	2,240	753	79.98
November 2013	6,676	2,860	238.00

Source: Aide Memoire (November 17-26, 2013)

55. LGED is leading in implementation of e-GP while other three agencies are also progressing but speed is slow. Achievement of the target by LGED, BWDB, and BREB are good but that of RHD is not good. This may happen due to shifting of RHD head office from Ramna to Tejgaon. Performance of implementation of e-GP by agency is at table 2.9.

Table 2.9: e-GP Implementation Performance by Major Agencies

Agencies	Jul 2012 to Jun 2013			Jul 2013 to Dec 2013		
	Target	Actual	% Progress	Target	Actual	% Progress
RHD	100	176	176	400	79	20
LGED	100	112	112	400	1,731	432
BWDB	60	180	300	120	134	111
BREB	8	7	88	15	11	73

Source: Aide Memoire (November 17-26, 2013)

56. **Status of PROMIS Implementation in four Target Agencies:** LGED showed excellent progress in PROMIS contract data entry and already met the targets for DLI Period 0 and Period 1 as they are moving fast with e-GP and the e-GP system in itself has the PROMIS, thus do not requiring separate data entry for PROMIS. However, RHD did not provide any manual entry in PROMIS. PROMIS implementation performance by target agencies is presented at table 2.10.

Table 2.10: PROMIS Implementation Performance by Target Agencies

Agencies	Jul 2012 to Jun 2013			Jul 2013 to Dec 2013		
	Target	Actual	% Progress	Target	Actual	% Progress
RHD	200	176	88	800	79	10
LGED	200	485	243	800	2,041	255
BWDB	120	180	150	240	134	56
BREB	16	69	431	30	11	57

Source: Aide Memoire (November 17-26, 2013)

57. **E-GP/PROMIS Implementation Constraints:** All four target agencies expressed commitment to implement e-GP. However, there were various issues surrounding its implementation. Key issues are: (i) CPTU is yet to sign the Memorandum of Understanding (MOU) with the target agencies even after elapse of three months after credit effectiveness though the Bank has been impressing upon continuously; (ii) CPTU is yet to finalize appointment of independent DLI consultant who will verify achievement of DLIs; (iii) target agencies fund constraints for e-GP/PROMIS cell and other e-GP activities due to non-availability of DLI payments from CPTU as MOU has not been signed; (iv) unrealistic target for agencies, and (v) technical issues involving e-GP system features/errors and help

desk issues. For M&O service CPTU has signed a contract with GSS Infotech with its nominated sub-consultant New Dohatech Media. An e-GP implementation monitoring toolkit has been developed and to monitor the actual implementation of e-GP with time bound action plan.

58. **Registered Bank for online Banking:** There is lack of capacity in the banking system in local regional areas. Although 25 schedule banks have been registered, many of them do not have either adequate branch at the district level or have inadequate understanding or reluctance in providing e-GP services to the clients. CPTU committed to arrange a workshop with the higher management of those scheduled banks having most district branches to appraise them the business potential for the banks with rapid expansion of e-GP and expected to create the awareness among the banks and ensures more branches in regions with better service quality.

59. **Third Party e-GP System Audit:** In order to ensure appropriate functioning of the system including authentication of the system security, IMED/CPTU plan to hire an international firm to do third party independent e-GP system audit on an annual basis. Also, the possible third party monitoring is at conceptual stage.

## 6. Communications, Behavioral Change and Social Accountability

60. Preparatory activities for an extensive communication campaign are ongoing but the main contract with BCCP for implementation is yet to be signed. Similarly, the case with the renewal of contract with BRACU-IGS for continued services for the Public-Private Stakeholders Committee (PPSC) is yet to be signed.

61. Social awareness campaign and reform outcomes activities included (i) awareness and advocacy campaign, (ii) media training and (iii) advocacy. The key aspects of the communication campaign will focus in a way that the impact of reform is visibly measured/ quantified with evidence and data from the field. This means the measurement tool will identify what changes the reform has brought in the behavior of stakeholders starting with the bidding community and policy makers and implementing agencies.

## 7. Disbursement and Financial Management

62. Detailed cost of the PPRP is shown in the following table. According to the Aide Memoire of the World Bank (November 17-26, 2013) the total disbursement as of November 2013 is 47.25% under the PPRP II.

Table 2.11: Project Cost of PPAR – Appraisal and Actual

Component(s)	Project Cost (Million US Dollars)		
	Appraisal	Actual	% Increase
Establishing CPTU	1.25	0.94	75.20
Implementing Procurement & Reforming Rules/Procedures	1.59	1.56	98.11
Improving Procurement Management Capacity	2.07	2.67	128.98
Sub-total	4.91	5.17	105.20
Price Contingency	0.002	0.00	0.00
<b>Total</b>	<b>4.91</b>	<b>5.17</b>	<b>105.29</b>

Source: Project Completion Report, World Bank, P.26

### Section III Feedback of Officials Implementing Public Procurement Reforms

63. The Public Procurement Reform Projects (PPRP & PPRP II) provided generous supports to improve the public procurement system through improving governance in public procurement; improving efficiency, transparency and accountability in public procurement of goods, works and services; and improving people’s confidence, reduce corruption and strengthen country’s aid utilization. Initially four public sector organizations were involved using PPR and there after other public sector organizations were involved in using PPR in procurement. To assess the benefits of the project the consultants interview 220 officers of 28 public sector agencies including LGED, BWDB, BREB and RHD. Feedback of respondents is analyzed and presented in the following paragraphs. The respondents were drawn from ministries, directorates, departments, corporations and institutions. Both male and female respondents took part in the interview. Among them male respondents were 95% and female respondents were 5%.

64. Total number of invitations for tender issued in a financial year after the implementation of PPRP has increased. A comparative analysis is made between tender issued during FY 2002-2003 and during FY2012-2013. In most of the categories of organizations number of tender issued has increased. Total number of invitations for tender issued in a financial year by category of organization is presented at table 3.1.

Table 3.1: Total Number of Invitations for Tender Issued in a Financial Year

	Agencies	Tender Invitation Issued during	
		FY 2002-2003	FY 2012-2013
		Number	Number
1	Ministries	49	242
2	Directorates	1,337	1,225
3	Departments	5,048	7,543
4	Corporations	202	465
5	Institutions	80	120
	<b>Total</b>	<b>6,716</b>	<b>9,595</b>

Source: Eusuf and Associates’s Study Survey. 2014

65. Decision making ability of executing agencies has improved. Capability of handling larger number of tenders has increased in one hand and decision making capability has increased considerably from 29% to 42%. Status of decision making ability of the officers is presented at table 3.2.

Table 3.2: Number of Tender Invitation against which Decision were Made per Fiscal Year

	Agencies	Decision made during FY 02-03	
		FY 2002-2003	FY 2012-2013
		Number	Number
1	Ministries	49	242
2	Directorates	1,179	1,155
3	Departments	4,666	7,037
4	Corporations	202	465
5	Institutions	80	120
	<b>Total</b>	<b>6,176</b>	<b>9,019</b>

Source: Eusuf and Associates’s Study Survey. 2014

66. Number of invitation of tender published in the newspaper in a financial year has increased considerably. It is noticeable that advertisement of invitation of tender through newspaper was quite high since long. More than 90% invitations were published in newspaper while the percent of invitation published in the newspaper is increased slightly. Status of invitation of tenders published in newspapers is presented at table 3.3.

Table 3.3: Number of Invitations of Tenders Published in Newspapers per Fiscal Year

	Agencies	Tender Invitations Published in Newspapers during					
		FY 2002-2003			FY 2012-2013		
		Total number (N)	Published in Newspapers	Percent	Total number (N)	Published in Newspapers	Percent
1	Ministries	49	49	100.00	242	242	100.00
2	Directorates	1,337	1,216	90.95	1,225	1,106	90.29
3	Departments	5,048	4,533	89.80	7,543	6,843	90.72
4	Corporations	202	202	100.00	465	465	100.00
5	Institutions	80	80	100.00	120	108	90.00
	<b>Total</b>	<b>6,716</b>	<b>6,080</b>	<b>90.53</b>	<b>9,595</b>	<b>8,764</b>	<b>91.34</b>

Source: Eusuf and Associates's Study Survey. 2014

67. Introduction of e-GP is relatively new and it is not in operational in each department. Issuance of tender using e-GP system is practicing by a limited number of organizations and number e-GP tender was only 586 in the sampled organizations. In e-GP tenders subsequent communications by the client is made in mixed ways. Sometimes only electronic (15%) mode of communication is used, both electronic and paper based (41%) mode and only paper based (2%) mode of communications are used.

68. It is not compulsory to publish all the tender notice in the CPTU website, only the tender having estimated value of more than taka one crore is to be published in the CPTU website. Only 2422 invitation of tender (25.24% of total tender issued) advertisement was published in the CPTU website. Total number of invitations for tender advertised through CPTU website per Fiscal Year is presented at table 3.4.

Table 3.4: Number of Invitations for Tender Issued through CPTU Website per Fiscal Year

	Agencies	Tender Invitations through CPTU website during FY 2012-2013		
		Total number of tender invited (N)	Invitations through CPTU website	Percent
1	Ministries	242	102	42.15
2	Directorates	1,225	682	55.67
3	Departments	7,543	1,303	17.27
4	Corporations	465	321	69.03
5	Institutions	120	14	11.67
	<b>Total</b>	<b>9,595</b>	<b>2,422</b>	<b>25.24</b>

Source: Eusuf and Associates's Study Survey. 2014

69. There were different procurement systems in different agencies and in all procurements respective rules were followed. Before 2003 more than 95% tenders followed earlier procurement rules. With the introduction of PPR unified rules of procurement are being followed by most of the public sector agencies and compliance of PPR increased (about 99%). Status of compliance of earlier procurement rules during FY 2002-2003 and FY 2012-2013 is presented at table 3.5.

Table 3.5: Number of Tender Invitations following earlier GOB Procurement Rules per Fiscal Year

	Agencies	Tenders Following GOB Procurement Rules during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Following GOB Procurement Rules	Percent	Total number of tender invited (N)	Following GOB Procurement Rules	Percent
1	Ministries	49	49	100.00	242	242	100.00
2	Directorates	1,337	1,254	93.79	1,225	1,171	95.59
3	Departments	5,048	4,805	95.19	7,543	7487	99.26
4	Corporations	202	202	100.00	465	465	100.00
5	Institutions	80	80	100.00	120	120	100.00
	<b>Total</b>	<b>6,716</b>	<b>6,390</b>	<b>95.15</b>	<b>9,595</b>	<b>9,485</b>	<b>98.85</b>

Source: Eusuf and Associates's Study Survey. 2014

70. In addition to GOB procurement rules, sometimes Development Partner Procurement Rules were followed. Tender following Development Partner's Procurement Rules is being increased along with the following of PPR. Picture of following Development Partners Procurement Rules during FY 2002-2003 and FY 2012-2013 is presented at table 3.6.

Table 3.6: Number of Tender following Development Partner's Procurement Rules per Fiscal Year

	Agencies	Tender Invitations following Development Partner Rules during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Tender Invitations following Development Partner Rules	Percent	Total number of tender invited (N)	Tender Invitations following Development Partner Rules	Percent
1	Ministries	49	40	81.63	242	132	54.55
2	Directorates	1,337	60	4.49	1,225	217	17.71
3	Departments	5,048	1,794	35.54	7,543	2,560	33.94
4	Corporations	202	54	26.73	465	207	44.52
5	Institutions	80	20	25.00	120	36	30.00
	<b>Total</b>	<b>6,716</b>	<b>1,968</b>	<b>29.30</b>	<b>9,595</b>	<b>3,152</b>	<b>32.85</b>

Source: Eusuf and Associates's Study Survey. 2014

71. There was provision of submission of tender in multiple locations since long but it was limited for some specific tender. After the introduction of PPR number of tender submission in multiple locations are widen in conformity with objectives of the project. Numbers of submission of tender in multiple locations are increased largely vis-à-vis percent is increased. Chi Square value of tenders submitted in multiple locations during FY 2002-03 and FY 2012-13 is 1520.993 and degree of freedom (df = 1) is 1 while p-value is very small and less than 0.05 ( $p < 0.001$ ) which rejects null hypothesis. There is statistically significant difference of submission of tenders in multiple locations during FY 2002-03 and FY 2012-13. Status of submission of tender in multiple locations during FY 2002-2003 and FY 2012-2013 is presented at table 3.7.

**Table 3.7: Number of Tenders Submitted in Multiple Locations per Fiscal Year**

	Agencies	Tenders submitted in multiple locations during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Number submitted in multiple locations	Percent	Total number of tender invited (N)	Number submitted in multiple locations	Percent
1	Ministries	49	0	0	242	80	33.06
2	Directorates	1,337	402	30.07	1,225	504	41.14
3	Departments	5,048	3,957	78.39	7,543	5,772	76.52
4	Corporations	202	78	38.61	465	385	82.80
5	Institutions	80	64	80.00	120	100	83.33
	<b>Total</b>	<b>6,716</b>	<b>4,501</b>	<b>67.02</b>	<b>9,595</b>	<b>6,841</b>	<b>71.30</b>

Source: Eusuf and Associates's Study Survey. 2014

72. Time allowed after advertisement for submission of expression of interest was more than 14 days in all kinds of tenders. Chi Square value for time allowed after advertisement for submission of expression of interest during FY 2002-03 and FY 2012-13 is 0.019 and degree of freedom (df = 1) is 1 while p-value is 0.8918 (p>0.05) which does not reject null hypothesis. There is no statistically significant difference of time allowed for submission of EOI during FY 2002-03 and FY 2012-13. In some cases (1.03%) number of short-listed firms was less than four while in 6.80% cases number of short-listed firms were more than seven. The reasons of short-listing less than four entities were inadequate number of bidders, bidders did not express interest, submission of inadequate document, in sufficient document found during evaluation and there were no suitable bidders. On the other hand reasons for short-listing more than seven entities were participation was more, all the bidders were Government enlisted contractors, all of them were eligible and to finish the work within short time. Reasons of short-listing more than seven entities are presented at table 3.8.

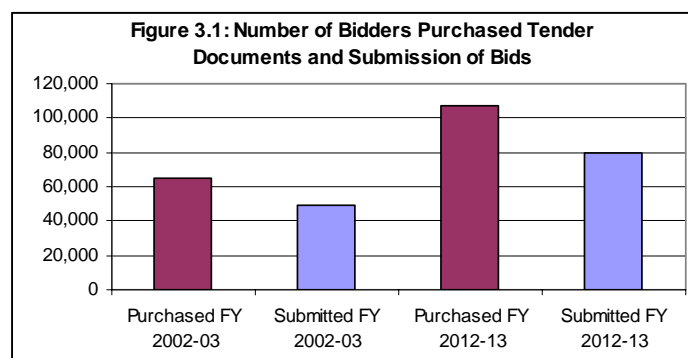
**Table 3.8: Reasons for Short-listing more than Seven Entities in one Invitation**

	Reasons	Number (N = 316)	Percent
1	Participation was more	5	2.3
2	All the bidders were Govt. enlisted contractor	4	1.9
3	All of them were eligible	1	0.5
4	To finish the work within short time	8	3.7

Source: Eusuf and Associates's Study Survey. 2014

73. Sometimes time allowed for submission of bid after issuance of RFP was less than 28 days. Chi Square value for time allowed for submission of bid after issuance of RFP during FY 2002-03 and FY 2012-13 is 0.634 and degree of freedom (df = 1) is 1 while p-value is 0.4258 (p>0.05) which does not reject null hypothesis. There is no statistically significant difference of time allowed for submission of bid after issuance of RFP during FY 2002-03 and FY 2012-13. Some of the respondents opined in favor of allowing less time. The reasons were priority, urgent repairing for facing flood and following Limited Tendering Method. Time allowed for submission of bid for Single Source Selection after issuance of RFP was less than 14 days for about 1%. The respondents opined that the rule was relaxed earlier.

74. The respondents opined that in both the periods bid evaluation in all the cases were completed within the validity period. Purchase of tender document by the bidders is increased. On an average 9.7 bid documents were sold during 2002-2003 while 11.18 were sold during 2012-2013. Similarly participation of bidders per bid is also increased in 2012-2013 number of bidders participated per bid was 7.38 while in 2002-2003 it stood





up to 8.29. It seemed that either number of bidders has increased or mind set of bidders for participating in more bids has increased. Picture of purchase tender document and submission of bids is presented at table 3.9 and figure 3.1.

Table 3.9: Number of Bidders Purchased Tender Documents and Submission of Bids

	Agencies	Purchased Tender Documents and Submit Bid During			
		FY 2002-2003		FY 2012-2013	
		Purchased	Submitted	Purchased	Submitted
1	Ministries	205	100	2,380	2108
2	Directorates	13,318	6,768	22,928	8,188
3	Departments	49,012	40,394	76,313	64,475
4	Corporations	726	726	2,265	1,836
5	Institutions	1,920	1,603	3,344	2,962
	<b>Total</b>	<b>65,181</b>	<b>49,591</b>	<b>107,230</b>	<b>79,569</b>

Source: Eusuf and Associates's Study Survey. 2014

75. In more than 84% bids tender TOC included at least one member from TEC during 2002-2003 and the figure was increased up to 89% during 2012-2013. Similarly percent of tenders TEC formed by Contract Approving Authority was increased from 86% to 90%. All these are positive aspects of public procurement.

76. Average duration between tender opening and completion of evaluation was 19 days during 2002-2003 while this duration was 22 days during 2012-2013. This is happened for following different steps of procurement for increasing transparency and accountability. In most of the cases tender evaluation were completed within timeline. Status of evaluation of tender is presented at table 3.10 and figure 3.2.

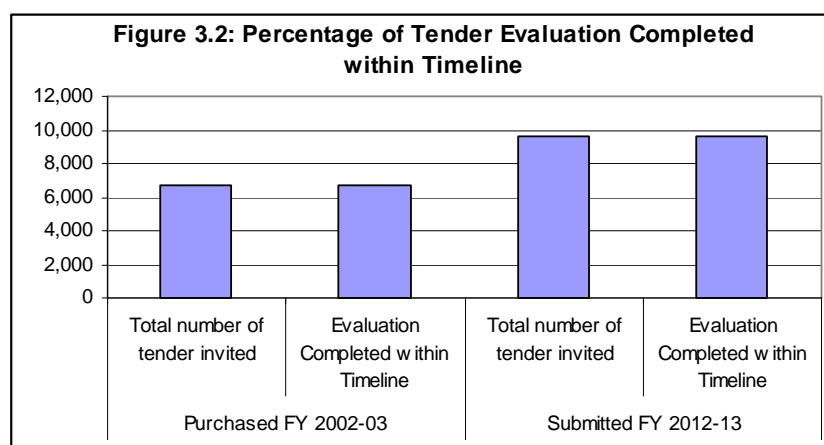


Table 3.10: Percentage of Tender Evaluation Completed within Timeline

	Organization	Number of Tenders Evaluation Completed within Timeline during					
		FY 2002-2013			FY2012-2013		
		Total number of tender invited (N)	Evaluation Completed within Timeline	Percent	Total number of tender invited (N)	Evaluation Completed within Timeline	Percent
1	Ministries	49	40	81.63	242	242	100.00
2	Directorates	1,337	1,337	100.00	1,225	1,225	100.00
3	Departments	5,048	5,048	100.00	7,543	7,543	100.00
4	Corporations	202	202	100.00	465	465	100.00
5	Institutions	80	80	100.00	120	120	100.00
	<b>Total</b>	<b>6,716</b>	<b>6,707</b>	<b>99.87</b>	<b>9,595</b>	<b>9,595</b>	<b>100.00</b>

Source: Eusuf and Associates's Study Survey. 2014

77. Participation of bidders in bidding is increased but it appears from the data that quality of bidders in submission of bid did not improve. Percent of responsive bid was 50% during 2002-2003 while the situation was deteriorated and reduced to 46%. Numbers of tenders for re-tendering was increased considerably. TEC recommended for re-tendering of 309 tenders during 2002-2003 while recommended for re-tendering of 897 tenders during 2012-2013. In quality measures the situation did not improve. Similar trend is observed for cancellation of tendering process. Tendering process was cancelled for 184 tenders during 2002-2003 and for 292 tenders during 2012-2013.

78. More time is taken between submission of tender evaluation and approval of contract than before. On an average 17.8 days was taken during 2002-2003 while during 2012-2013 time was 18.4 days. Status of approving tenders by the proper financial delegated authority is improved considerably. During 2002-2003 about 83% tender was approved by the proper financial delegated authority and this was improved 92% during 2012-2013. Tender approved by proper financial delegated authority is presented at table 3.11.

Table 3.11: Number and Percentage of Tenders Approved by the Proper Financial Delegated Authority

	Organization	Tenders Approved by the Proper Financial Delegated Authority during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Approved by the Proper Financial Delegated Authority	Percent	Total number of tender invited (N)	Approved by the Proper Financial Delegated Authority	Percent
1	Ministries	49	0	0	242	242	100.00
2	Directorates	1,337	1,182	88.41	1,225	1,200	97.96
3	Departments	5,048	4,163	82.47	7,543	6,802	90.18
4	Corporations	202	202	100.00	465	466	100.22
5	Institutions	80	80	100.00	120	120	100.00
	<b>Total</b>	<b>6,716</b>	<b>5,627</b>	<b>83.78</b>	<b>9,595</b>	<b>8,830</b>	<b>92.03</b>

Source: Eusuf and Associates's Study Survey. 2014

79. Numbers of tender are increased considerably from 2002-2003 to 2012-2013. Picture of submission of evaluation report by the TEC directly to the contract approving authority is increased a little. Status of report submission is presented at table 3.12.

Table 3.12: Number and % of Tenders TEC Submitted Report Directly to Contract Approving Authority

	Agencies	TEC Submitted Report Directly to Contract Approving Authority					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	TEC Submitted Report Directly to Contract Approving Authority	Percent	Total number of tender invited (N)	TEC Submitted Report Directly to Contract Approving Authority	Percent
1	Ministries	49	0	0.00	242	0	0.00
2	Directorates	1,337	333	24.91	1,225	552	45.06
3	Departments	5,048	3,998	79.20	7,543	5,524	73.23
4	Corporations	202	202	100.00	465	446	95.91
5	Institutions	80	80	100.00	120	120	100.00
	<b>Total</b>	<b>6,716</b>	<b>4,613</b>	<b>68.69</b>	<b>9,595</b>	<b>6,642</b>	<b>69.22</b>

Source: Eusuf and Associates's Study Survey. 2014

80. Decision making by the contract approving authority for contract award is accelerated than before. Decision was made about 98% tenders within the timeline during 2002-2003 while during 2012-2013 decision of more than 99% tender was made during timeline. Chi Square value of contract award decisions made within timeline during FY 2002-03 and FY 2012-13 is 4.013 and degree of freedom (df = 1) is 1 while p-value is small (0.04514) and less than 0.05 ( $p < 0.05$ ) which rejects null hypothesis. There is statistically significant difference of contract award decisions made within timeline during FY 2002-03 and FY 2012-13. Time of decision for contract award is presented at table 3.13.

Table 3.13: Tenders Contract Award Decisions made within Timeline by Contract Approving Authority

	Organization	Contract Award Decisions made within Timeline during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Contract Award Decisions made within Timeline	Percent	Total number of tender invited (N)	Contract Award Decisions made within Timeline	Percent
1	Ministries	49	49	100.00	242	242	100.00
2	Directorates	1,337	1,215	90.88	1,225	1,200	97.96
3	Departments	5,048	5,048	100.00	7,543	7,543	100.00
4	Corporations	202	170	84.16	465	422	90.75
5	Institutions	80	80	100.00	120	120	100.00
	<b>Total</b>	<b>6,716</b>	<b>6,562</b>	<b>97.71</b>	<b>9,595</b>	<b>9,527</b>	<b>99.29</b>

Source: Eusuf and Associates's Study Survey. 2014

81. Situation of tender reviewed by person/committee other than the Contract Approving Authority is improved. About 10% tenders were reviewed before introduction of PPR while now it is about 8%. Approval of tenders by higher tier than the Contract Approving Authority is increased and it tends to centralization of decision making. Empowerment in the right stage is not taking place. Chi Square value of tenders approved by higher tier the contract approving authority during FY 2002-03 and FY 2012-13 is 11363.564 and degree of freedom (df = 1) is 1 while p-value is very small and less than 0.05 ( $p < 0.001$ ) which rejects null hypothesis. There is statistically significant difference of tenders approved by higher tier the contract approving authority during FY 2002-03 and FY 2012-13. Status of approval by higher tier than the Contract Approving Authority is presented at table 3.14.

Table 3.14: Number and % of Tenders Approved by Higher Tier than the Contract Approving Authority

	Agencies	Tenders Approved by Higher Tier than the Contract Approving Authority during					
		FY 2002-2003			FY 2012-2013		
		Total number of tender invited (N)	Tenders Approved by Higher Tier	Percent	Total number of tender invited (N)	Tenders Approved by Higher Tier	Percent
1	Ministries	49	0	0.00	242	0	0.00
2	Directorates	1,337	185	13.84	1,225	111	9.06
3	Departments	5,048	695	13.77	7,543	1,616	21.42
4	Corporations	202	28	13.86	465	56	12.04
5	Institutions	80	0	0.00	120	12	10.00
	<b>Total</b>	<b>6,716</b>	<b>908</b>	<b>13.52</b>	<b>9,595</b>	<b>1,795</b>	<b>18.71</b>

Source: Eusuf and Associates's Study Survey. 2014

82. Average number of days between final approval and Notification of Award (NOA) is increased after introduction of PPR. Average duration was 12.71 days during 2002-2003 and the duration is increased to 13.71 days during 2012-2013. Average number of days between tender opening and

Notification of Award (NOA) has also been after introduction of PPR. Average duration was 24.75 days during 2002-2003 and the duration has increased to 28.26 days during 2012-2013. Average number of days between Invitation for Tender (IFT) and Notification of Award has increased after introduction of PPR. Average duration was 44.59 days during 2002-2003 and the duration has increased to 53.16 days during 2012-2013. It appears from the data that the new system is more time consuming. Steps are to be taken to improve time efficiency by reducing bottlenecks of the system.

83. Number of Contract Awarded within Initial Tender Validity Period has deteriorated. Before introduction of PPR contract of 97.39% tenders could be awarded within initial validity period while after introduction of PPR it has decreased to 96.88%. More number of contracts could be complete/deliver within the original schedule as mentioned in contract before introduction of PPR. About 94% contracts could be complete/deliver within the original schedule as mentioned in contract during 2002-2003 while about 84% contract could be complete within original schedule. It appears that either efficiency of bidders is deteriorated or ability of concerned official is weakened.

84. Imposition of liquidated damage for delayed delivery/completion is increased from 2.37% to 3.94% between 2002-2003 and 2012-2014. The respondents informed that procurement activities under all tenders were completed in full for 98.54% tenders during 2002-2003 while the situation is improved to 100% during 2012-2013. Chi Square value for time allowed for completion of procurement activities of all tenders fully during FY 2002-03 and FY 2012-13 is 0.782 and degree of freedom (df = 1) is 1 while p-value is 0.3764 ( $p > 0.05$ ) which does not reject null hypothesis. There is no statistically significant difference of completion all procurement activities fully during FY 2002-03 and FY 2012-13. During the period numbers of completed tenders were increased from 6175 to 8208 (about 33%).

85. Time of payment to the bidders is being delayed after introduction of PPR. Average number of days taken to release payment was 62 days before introduction of PPR while it is increased to 66 days. Number of tenders with delayed payment is increased from 1011 tenders to 1685 tenders (67%). During the period tenders were increased to 43% and delayed payment was increased to 67% and this was consistent with the workload. It appears from the data that no interest was paid for delayed payment.

86. Number of tenders with complaints was 10 during 2002-2003 and 14 during 2012-2013. No tender was modified due to complaints but all the complaints were resolved. Total number of complaints resolved was six during 2002-2003 and 40 during 2012-2013. Decisions of review panel, where needed, were up hold both before and after introduction of PPR.

87. Total number of contracts concluded was increased from 6707 to 9533 out of these amendments/variations were made in 116 contracts during 2002-2003 and 224 contracts during 2012-2013. There were unresolved dispute in one contract during 2002-2003 and three contracts during 2012-2013. Similarly fraud and corruption (F&C) attempts were detected in one tender during 2002-2003 and in 45 tenders during 2012-2013. It appears that either there was less mechanism for detecting fraud and corruption or fraud and corruption have been increased in recent time or mechanism of detecting fraud and corruption have improved.

88. The sampled organizations use almost all the tendering methods according to the suitability. Most widely used method is Open Tender Method (OTM) 30.88% followed by Limited Tendering Method (LTM) 25.55%, Direct Procurement Method (DPM) 23.24% and Request for Quotation (RFQ) 20.33%. Pattern of use of various procurement methods is presented at table 3.15 and figure 3.3.

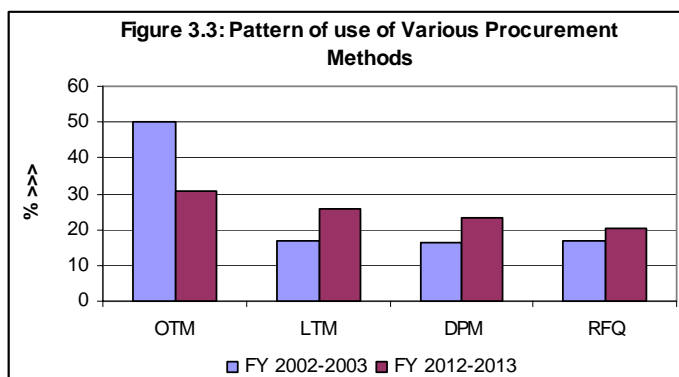


Table 3.15: Pattern of use of Various Procurement Methods

	Methods of Procurement	Tender Followed During			
		FY 2002-2003		FY 2012-2013	
		Number (N= 6153)	Percent	Number (N= 9132)	Percent
1	Open Tender Method (OTM)	3,077	50.01	2,820	30.88
2	Limited Tendering Method (LTM)	1,028	16.71	2,333	25.55
3	Direct Procurement Method (DPM)	1,007	16.36	2,122	23.24
4	Request for Quotation (RFQ)	1,041	16.92	1,857	20.33
	<b>Total</b>	<b>6,153</b>	<b>100</b>	<b>9,132</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

89. In case of selection of consultants the sampled organizations follow different selection methods. Among the methods Selection under a Fixed Budget (SFB) and Least Cost Selection (LCS) are used most 34.86% each followed by Quality and Cost Based Selection (QCBS) 18.40%, Single Source Selection (SSS) 4.28%, Selection of Individual Consultant (SIC) 3.83-% and Selection amongst Community Services Organizations (SCSO) 3.77%. QCBS method of selection was used most before introduction of PPR. Consultant selection methods followed is presented at table 3.16.

Table 3.16: Consultant Selection Methods Followed

	Methods of Selection	Followed During			
		FY 2002-2003		FY 2012-2013	
		Number (N = 7275)	Percent	Number (N = 12583)	Percent
1	Selection under a Fixed Budget (SFB)	2,348	32.27	4,387	34.86
2	Least Cost Selection (LCS)	2,348	32.27	4,387	34.86
3	Quality and Cost Based Selection(QCBS)	1,785	24.54	2,315	18.40
4	Single Source Selection (SSS)	278	3.82	538	4.28
5	Selection of Individual Consultant(SIC)	274	3.77	482	3.83
6	Selection amongst Community Services Organizations (SCSO)	242	3.33	474	3.77
	<b>Total</b>	<b>7,275</b>	<b>100</b>	<b>12,583</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

90. Social mobilization activities for popularizing and implementing of the PPR appear to be very good about 99% respondents opined that special communications or social mobilizations activities were under taken. They also opined that special communications or social mobilizations activities are to be undertaken for policymakers, MP/Ministers, development and donor agencies, procuring entities, bidders/business community, civil society, media and general public. Their opinion is presented at table 3.17.

Table 3.17: Opinion of Respondents on Special Communications/Social Mobilizations Activities

	Sections of People	Number (N = 216)	Percent
1	Policymakers	176	81.5
2	MP/Ministers	162	75.0
3	Development and donor agencies	179	82.9
4	Procuring entities	205	94.9
5	Bidders/business community	199	92.1
6	Civil society	154	71.3
7	Media	147	68.1
8	General public	96	44.4

Source: Consultant's Survey. 2014, Multiple Responses

91. The officials opined for under taking various programs for different sections of people. Their suggested programs include providing training, advertisement through media, distribution of posters, distribution of leaflet, social gathering, setting of bill boards, conducting workshop and seminars, sending representatives to social function, etc. Distribution of the opinion by section of people is presented at table 3.18.

Table 3.18: Opinion of Respondents for Various Programs for Different Sections of People  
(N = 216)

	Sections of People	Providing Training		Advertisement through media		Distribution of posters		Distribution of leaflet		Social gathering		Setting bill board		Others	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	Polymakers	156	72.22	67	31.02	36	16.67	35	16.20	31	14.35	12	5.56	12	5.56
2	MP/Ministers	84	38.89	65	30.09	28	12.96	33	15.28	86	39.81	238	110.19	8	3.70
3	Development and donor agencies	135	62.50	80	37.04	36	16.67	38	17.59	28	12.96	26	12.04	13	6.02
4	Procuring entities	199	92.13	59	27.31	47	21.76	38	17.59	28	12.96	26	12.04	7	3.24
5	Bidders/business community	192	88.89	71	32.87	55	25.46	63	29.17	46	21.30	24	11.11	5	2.31
6	Civil society	49	22.69	94	43.52	78	36.11	92	42.59	108	50.00	67	31.02	2	0.93
7	Media	53	24.54	103	47.69	58	26.85	58	26.85	39	18.06	46	21.30	4	1.85
8	General public	35	16.20	105	48.61	86	39.81	89	41.20	95	43.98	97	44.91	2	0.93

Source: Eusuf and Associates's Study Survey. 2014, Multiple Responses

92. The officials also opined that a number of communications materials may be used for social mobilizations. The suggested communications materials are poster, brochure, leaflet, etc. Opinion of respondents on communications materials to be used for social mobilizations is presented at table 3.19.

Table 3.19: Opinion of Respondents on Communications Materials used for Social Mobilization

	Types of Communications Materials Used	Number (N = 216)	Percent
1	Poster	138	63.89
2	Brochure	187	86.57
3	Leaflet	102	47.22
4	Others	17	7.87

Source: Eusuf and Associates's Study Survey. 2014, Multiple Responses

93. Different categories of communication and media are to be used for popularizing the PPR among the stakeholders and civil society. These materials are newspaper, radio, television, electronic media, poster and bill board. Opinion is presented at table 3.20.

Table 3.20: Opinion of Respondents about Category of Communication and Media Used

	Types of communications and media to be used	Number (N = 216)	Percent
1	Newspaper	203	93.98
2	Radio	90	41.67
3	TV	121	56.02
4	Electronic media	138	63.89
5	Poster	89	41.20
6	Bill board	76	35.19
7	Others	4	1.85

Source: Eusuf and Associates's Study Survey. 2014, Multiple Responses

94. Average number of trained procurement staff in procuring entity has been increased from 1.63 persons to 4.0 persons per organizations. About 75% respondents opined that they have received training on public procurement. They received training from different organizations. The major training providers were CPTU, own organization, training institutions, donor, etc. Majority of them received training from CPTU followed by respective organizations. Training providing organizations and trainees are presented at table 3.21.

Table 3.21: Organizations Provided Training and Numbers of Trainees

	Organizations Provided Training	Number (N = 214)	Percent
1	CPTU	89	41.59
2	Own organization	82	38.32
3	Training institutions	22	10.28
4	Donor	16	7.48
5	Others	5	2.33
	<b>Total</b>	<b>214</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

95. The respondents have identified some advantages of PPR over the previous system of procurement. Advantages as identified are presented at table 3.22.

Table 3.22: Opinion of Respondents about Advantages of PPRP

	Advantages of PPRP	Number (N = 216)	Percent
1	It is more accountable than previous procurement system	209	96.8
2	It is helpful to reduce corruption	210	97.2
3	It is helpful to reduce fraud	208	96.3
4	In the present procurement system tender document is more clear and transparent	206	95.4
5	It is less ambiguous than earlier system	185	85.6
6	Terms and conditions are comprehensive and unbiased	207	95.8
7	Evaluation criteria are set, that is good for transparency	212	98.1
8	There is scope for submission in multiple locations	198	91.7
9	There is system of electronic submission	193	89.4
10	Bid evaluation is easier and time saving	194	89.8
11	Decision making is faster	194	89.8
12	Decision is transparent	212	98.1
13	New system is helpful for ensuring best value of money	200	92.6
14	Contract document is comprehensive and ensures interest of both parties	210	97.2
15	In the new procurement system there is less incidence of legal complications debacle	197	91.2
16	Ensures fair competition	213	98.6

Source: Eusuf and Associates's Study Survey. 2014, Multiple Responses

96. While collecting data through personal interview of concerned officials involved in procurement activities opinion of the respondents for further improvement of the public procurement system was sought. The respondents provided important suggestions that may be useful while furthering the reform of the present reforms. The important and useful suggestions are summarized hereunder.

97. The respondents suggested for enlistment of all contractors and suppliers by respective procuring agencies and the enlistments should be put on website for access of all concerned. Similarly, all contractors and suppliers should be registered with the CPTU as in practice now and all information of the registered bidders should be put on website allowing everyone access to the data and assess the potentiality of individual bidders. The register should be updated with latest information provided by the bidders as well as procuring agencies.

98. The respondents suggested that CPTU should undertake strong monitoring of the implementation of PPR in general and e-GP in particular in all public procuring agencies. The monitoring results of all procuring agencies should be put in an integrated database for use of CPTU and respective agencies and ministries.

99. Respondents suggested that time for notification of award may be reduced to 7 days and time for signing contract may be reduced to 10 days for small contracts and 21 days for big contracts. Some respondents suggested that rules for application LTM may be made easier and there should be specific rules for Request for Quotation (RFQ). Considerable number of respondents suggested limiting time for tender evaluation to 30 days to ensure transparency. In case of approval of verification the time should be shortened.

100. Few respondents opined that for document for small purchase up to Taka 20 lacks should be simplified. Besides, some respondents said that area and scope of Direct Purchase Method (DPM)/cash purchase should be extended. Moreover, some respondents suggested that rate of compensation for default should be mentioned in PPR.

101. Most of the respondents suggested that for fair competition bidders should not be restricted to quote within 5% above or 5% below the estimated rates. On the other hand, some respondents said that for ensuing fair competition with quality and value for money bidders should be restricted to quote within 5% above or 5% below estimated rates. The experts suggested a mid course in line with earlier limits to restrict bidding maximum above 10% and below 10% of estimated cost. Some respondents suggested restriction for 5% above or below in case of OTM. Most of the respondents opined for restricting lower limit to ensure quality. Some respondents suggested that updating rates according to market price.

102. Suggestions came from respondents to make provision of arbitration process in PPR in greater details. They also pointed out that there is no provision for compensation for delayed completion of work in PPR 2008 and suggested inclusion.

103. Respondent officials are very critical and interested for improvement of e-GP system. They suggested for increasing the number of branches and officers of the bank in each location. Fewer officials suggested all tenders should not be done using e-GP at a time rather it should be done step by step. However, the experts recommended to using e-GP for all purchases.

104. There are suggestions for increasing inter net speed and inter net in all the places. They also suggested in e-GP there should be provision of editing and recalculation while uploading bids in internet system or during re-tendering of the same bid. Respondents from BREB suggested to introducing e-GP in their organization. Few respondents suggested to using separate files and computers in e-GP to ensure confidentiality. The respondents suggested bid submission in multiple locations for all biddings.



## Section IV Feedback of Bidders on Public Procurement Reforms

105. The Consultants interviewed potential bidders of the four major public sector procuring agencies (LGED, BWDB, BREB and RHD) to know their opinion of the benefits and impacts of the public procurement reforms especially in improving the efficiency and efficacy of procurement system in general and their capacity and skill development in particular. In all 194 bidders were interviewed who work comprising of bidders for supply of goods, works, and services. While some bidders work for all three types, some work for two or only one type. According to the type of business with the four important procuring agencies the 194 bidders fall under the three categories.

Table 4.1: Interviewed Bidders by Type of Services/Bidding

	Category of bidders	Number (N = 194)	Percent
1	Bidder of goods	120	61.86
2	Bidder of works	162	83.51
3	Bidder of services	7	3.61

Source: Eusuf and Associates's Study Survey. 2014, Multiple responses

106. Experiences of the bidders are different from more than one hundred years to three years and experiences of majority of bidders are more than 15 years. It is seen from the data that one bidder works with more than one organizations. Among them, 54% work with RHD, 23% with BREB, 60% with LGED, 36% with BWDB, and 41% with other organizations. The other organizations included DSHE, CC, DGHS, DPHE, PBS, FD, DAE, CDMP, WASA, DYD, DLS, RAJUK, BRDB, BADC, EED, PWD, DCC, DOE, CCC, DG Food, CHTDB, BIWTC, DOF, BRTC, etc. Major Public Sector Agencies where the Firms Work is presented at table 4.2. The data indicated that the surveyed bidding firms work with all four major procuring agencies for long time.

Table 4.2: Major Public Sector Agencies where the Interviewed Firms Work

	Major Public Sector Agencies	Number (N = 194)	Percent
1	R&HD	105	54.12
2	BREB	44	22.68
3	LGED	117	60.31
4	BWDB	70	36.08
5	Other agencies	79	40.72

Source: Eusuf and Associates's Study Survey. 2014

107. Length of working experience of majority bidders with R&HD is more than ten years and minimum experience is two years and their number is only seven (3.61%) while experience of bidders working with BREB is more than ten years (15%) and number of bidders with minimum experience is low. Experience of bidders working with LGED and BWDB is relatively longer than BREB. Working experience of bidders with the four agencies is presented at table 4.3.

Table 4.3: Length of Experience of Bidders Working with RHD, BREB, LGED and BWDB

	Experience (Years)	Experience with Major Procuring Agencies								Total (N = 336)	
		R&HD (N = 105)		BREB (N = 44)		LGED (N = 117)		BWDB (N = 70)			
		No	%	No	%	No	%	No	%	No	%
1	1	0	0.00	0	0.00	2	1.71	0	0.00	2	0.59
2	2-5	7	6.67	3	6.82	14	11.96	8	11.43	32	9.52
3	6-10	23	21.90	11	25.00	29	24.79	13	18.57	76	22.62
4	10-15	32	30.48	17	38.64	34	29.06	15	21.43	98	29.17
5	Over 15 years	43	40.95	13	29.54	38	32.48	34	48.57	128	38.10
	<b>Total</b>	<b>105</b>	<b>100</b>	<b>44</b>	<b>100</b>	<b>117</b>	<b>100</b>	<b>70</b>	<b>100</b>	<b>336</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

108. Participation and getting award of contracts varied widely. Most of the bidders (93%) participated in more than six bids per year while 46% of them become successful in more than six bids. Success rate is more or less reasonable. Participation and success rates of bidders are presented at table 4.4.

Table 4.4: Frequency of Bidding by Bidders and Success Rates for Winning Contracts

	Number of Bids/year	Participation Rate		Rate of Winning Contract	
		Number (N = 194)	Percent	Number (N = 194)	Percent
1	1-2	1	0.52	34	17.53
2	3-5	13	6.70	70	36.08
3	6-10	50	25.77	62	31.96
5	More than 10	130	67.01	27	13.92
	<b>Total</b>	<b>194</b>	<b>100</b>	<b>193</b>	<b>99.49</b>

Source: Eusuf and Associates's Study Survey. 2014

109. Awareness of the bidders about changes of Public Procurement System from 2002-2003 and introduction of new public procurement system is very good. About 98% bidders are aware of the change. The bidders opined that about 96% organizations follow the new procurement system and 25% of them opined that it is difficult to follow the new procurement system for preparation and submission of tender. The bidders have made an assessment of present procurement system compared to the earlier procurement system. Rating of bidders is in favor of new procurement system varied from 70% to 96%. Their assessment is presented at table 4.5.

Table 4.5: Comparative Assessment of Bidders of Present and Earlier Procurement Systems

	Assessment of Bidders	Number (N = 194)	Percent
1	At present tender document can be prepared quicker	181	93.3
2	In present system tender document is more clear and transparent	185	95.4
3	Present tender document is less ambiguous than earlier system	136	70.1
4	Terms and conditions are comprehensive and unbiased	161	83.0
5	Evaluation criteria are set that is good for transparency	188	96.9
6	There is scope for submission in multiple locations	176	90.7
7	There is system of electronic submission	168	86.6
8	Bid evaluation is easier and time saving	186	95.9
9	Decision making is faster	185	95.4
10	Decision is transparent	186	95.9
11	Communication with the client is transparent	181	93.3
12	New system is helpful for ensuring best value of money	176	90.7
13	Contract is comprehensive ensuring interest of both parties	159	82.0
14	In new system there is less incidence of legal complications	170	87.6
15	Total procurement time is less	177	91.2
16	Ensures fair competition	184	94.8

Source: Eusuf and Associates's Study Survey. 2014, Multiple responses

110. Awareness of the bidders about e-GP is good as 81% bidders are aware of e-GP system. Participation of bidders through e-GP system is encouraging. On average each bidder have participated about six tenders in e-GP. Majority of bidders have adequate facilities and skills in preparing and submitting tender in e-GP system.

111. Familiarity of bidders with the media has increased during the implementation of the PPRP. Before implementation of the PPRP each bidder submitted 26 tenders receiving information from newspaper per year while this figure has increased to 35 after implementation of PPRP. Participation in bidding has also increased by 1.2 times than before. Sources of information have also increased. There

were only two sources such as newspaper and direct invitation of client before implementation of PPRP while now sources of information are newspaper, CPTU website and direct invitation of client. Submission in multiple locations has increased by 3.66 times than before.

112. Majority of the bidders opined that time between publication of advertisement and submission of tenders was sufficient before (62%) and also sufficient now (83%). On the other hand, some bidders (13%) opined that the time is insufficient, and 4% bidders opined that the time is more than sufficient. It is noted that 20 bidders were not in the business during 2002-03. Opinion of bidders about time between publication of advertisement and submission of tender is presented at table 4.6.

Table 4.6: Opinion of Bidders on Sufficiency of Time for Bid Preparation

	Opinion of Bidders	During FY 2002-03		During FY 2012-13	
		Number (N = 174)	Percent	Number (N = 194)	Percent
1	Sufficient	121	69.54	161	82.99
2	In sufficient	46	26.44	26	13.40
3	More than sufficient	7	4.02	7	3.61
	<b>Total</b>	<b>174</b>	<b>100</b>	<b>194</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

113. It is noted that 72% and 84% bidders opined that time between submission of tender and notification of awards was sufficient respectively before and at present. On the other hand, 12% bidders opined that the time is insufficient and 4% bidders opined that time is more than sufficient. Opinion of bidders about time between submission of tender and notification of awards is presented at table 4.7.

Table 4.7: Opinion of Bidders about Time between Submission and Notification of Awards

	Opinion of Bidders	During FY 2002-03		During FY 2012-13	
		Number (N = 174)	Percent	Number (N = 194)	Percent
1	Sufficient	126	72.42	163	84.0
2	In sufficient	43	24.71	24	12.4
3	More than sufficient	5	2.87	7	3.6
	<b>Total</b>	<b>174</b>	<b>100</b>	<b>194</b>	<b>100</b>

Source: Eusuf and Associates's Study Survey. 2014

114. The bidders informed that in majority cases (52%) the client notify the unsuccessful bidders now and before implementation of PPRP this figure was 43%. This is good sign of transparency. Time of payment to the bidders is deteriorated. More time is taking now for making payment to the bills of bidders. Chi Square value of late payment of bills of bidders during FY 2002-03 and FY 2012-13 is 135.062 and degree of freedom (df = 1) is 1 while p-value is very small and less than 0.05 ( $p < 0.001$ ) which rejects null hypothesis. There is statistically significant difference of late payment of bills of bidders during FY 2002-03 and FY 2012-13. Picture of payment to the bills of bidders is presented at table 4.8.

Table 4.8: Time taken in Making Payments of Bidders

	Time Taken	During FY 2002-03		During FY 2012-13	
		Number (N = 174)	Percent	Number (N = 194)	Percent
1	Quickly	22	12.64	29	14.95
2	Reason time	41	23.56	26	13.40
3	Late	88	50.58	60	30.93
4	Too late	23	13.22	78	40.21
	<b>Total</b>	<b>174</b>	<b>100</b>	<b>193</b>	<b>99.49</b>

Source: Eusuf and Associates's Study Survey. 2014

115. The bidders are gradually employing skilled manpower. Number of experienced procurement staff in each firm/bidder has increased than before. Out of the 194 respondents 191 opined for having at least one staff experienced in procurement. In some organizations, number of experienced staff is more than one. Number of experience persons before implementation of PPRP was less. Chi Square value of having experienced procurement staff in each firm during FY 2002-03 and FY 2012-13 is 12.742 and degree of freedom (df = 1) is 1 while p-value is very small (0.0003576) less than 0.05 ( $p < 0.001$ ) which rejects null hypothesis. There is statistically significant difference of having experience procurement staff in each firm during FY 2002-03 and FY 2012-13. Strength of experienced procurement staff in the firms/bidders is at table 4.9. Number of trained staff involved in procurement per organization has increased than before. The consultants consider that the number of trained staff on procurement per firm/bidder is inadequate.

Table 4.9: Average Number of Experienced Procurement Staff with each Bidder

	Number Experienced Staff/ Firm	During FY 2002-03		During FY 2012-13	
		Number (N = 174)	Percent	Number (N = 194)	Percent
1	1-2	51	29.31	60	30.93
2	3-4	30	17.24	40	20.62
3	More than 4	46	26.44	91	46.91
	<b>Total</b>	<b>127</b>	<b>72.99</b>	<b>191</b>	<b>98.46</b>

Source: Eusuf and Associates's Study Survey. 2014

116. The bidders opined that e-GP system saves time, ensures transparency, good for maintaining privacy, allows all bidders to participate without hindrance, often excludes good bidders due to technical limitations, it is better than paper based government procurement system. Their opinion is presented at table 4.10.

Table 4.10: Opinion of Bidders about e-GP

	Opinion of Bidders for e-GP	Number (N = 194)	Percent
1	It saves time	185	95.4
2	It ensures transparency	183	94.3
3	It is good for maintaining privacy	186	95.9
4	E-GP allows all bidders to participate without hindrance	185	95.4
5	Bidders may fail to submit bidder due to technical limitations	164	84.5
6	E-GP is better than paper based procurement system	169	87.1

Source: Eusuf and Associates's Study Survey. 2014, Multiple responses

117. While interviewing the selected potential bidders some qualitative feedback were obtained using open ended questionnaire on their suggestions for further improvement of the PPR in the future based on their experience. The bidders put forward many important and useful suggestions as summarized here under in the following paragraphs.

118. There is a general suggestion to making PPR system easier as possible. They said that PPR is good for the purchaser but not for the bidders. Few bidders mentioned without indicating the names that all offices do not follow PPR properly. Some bidders suggested that Direct Purchase Method (DPM) should be avoided. Most of the bidders suggested that purchasing agencies may sell tender documents without involving banks. They also suggested that OTM system should be reintroduced and LTM system be dropped. Few bidders suggested that no tender should be invited without having funds ready. They also suggested that tender documents may be sent to enlisted bidders through e-mail or registered post.

119. The bidders suggested to simplify e-GP and to introduce in all agencies. They however, suggested to keeping paper-based system together simultaneously until such time everyone can use e-GP system and all facilities are available. The bidders suggested to reducing the rate of bank charges,

registering more than one bank in each location and keeping the bank open for longer hours in the evening. They also suggested ensuring confidentiality in e-GP.

120. The bidders requested to ensure e-mail and internet facilities of high speed in all districts and upazilas. They also suggested to reducing the fees for downloading e-tender document from national e-GP portal. They also suggested that tenders should be opened in the next day of submission of tender through e-GP. The bidders suggested arranging short and long term training for bidders and supply of manuals.

121. The bidders suggested to increasing time between advertisement and submission of proposal and time between tender evaluation and notice of award, and reducing time between tender evaluation and contract award and time between NOA and contract agreement.

122. The bidders suggested to limiting rates between 10% above and 5% below the estimated cost. They also suggested to updating estimated rates every year based on market price. The bidders expressed concern about quoting very low and unworkable rates by some bidders due to the present PPR system that allows bidders to quote any rate and suggested that Government to stop this tendency as this cause poor quality work and discourage good contractors and suppliers.

123. The bidders suggested to taking more appropriate steps to ensure transparency and accountability in public procurement. They also suggested to strengthening publicity through media to increase to introduce new procurement system and raise the awareness of people and increase the accountability of the persons involved in procurement. They suggested for strong monitoring of the implementation of PPR by the CPTU/Government.

124. The bidders indicated that payments should be made timely and the security money of contractors to be refunded within six months of completion of work. They also informed that all bidders cannot participate in bidding as this has become too expensive.

## **Section V      Qualitative Feed of the Impact of Public Procurement Reform Projects**

125. The consultants as per approach and methodology and tools for conducting the study collected both qualitative and quantitative information. Quantitative data was gathered from review of secondary documents and interview of relevant officials and potential bidders involved in the implementation of PPRP and following the provisions of PPRP. Qualitative information was also gathered especially for assessing project impact. Qualitative information was collected using focus group discussion, case studies, and local level stakeholders' workshop. The consultants conducted 16 focus group discussion, 11 case studies and one local level stakeholders' workshop. The feedback of the qualitative information received from the focus group discussion, case study and workshop is discussed in the following paragraphs.

### **A.      Feedback of Focus Group Discussions**

126. The evaluation team conducted 16 Focus Group Discussion (FGD) sessions one in each of the 16 selected districts participated by relevant officials of the concerned agencies, bidders, teachers, businessmen, local elite and civil society. In total 172 persons participated in the FGD sessions. Summary of feedback of the FGD sessions is presented in the following paragraphs.

127. The participants consider that PPR system is a standard procurement system and tender can now be invited and bidders can collect tender documents more easily than before without much less difficulties. Documents are comprehensive and well set and all important information generally contain in a standard tender document are provided so that bidders can prepare bid easily and quickly and correctly without seeking clarifications from the purchaser. Bid documents are unbiased, detailed, and self explanatory and there is no ambiguity. There are different committee to play specific role in processing the procurement activities step by step and necessary transparency, timeliness, and accountability without any interference. The participants of the FGD sessions in general appreciated PPR as a good system for procurement. They believe that through PPR quality, fairness, value for money, timeliness is ensured under the PPR. The participants however did not forget to mention that no tender document is the best and foolproof and the PPR leaves scope of enough improvements. The participants also mentioned that the bidders need assistance for understanding definitions of different new terms and provisions. This is more important for the new bidders.

128. Under the new procurement system all bidders get equal opportunities and treatment. The new procurement system reduced scope of corruption and malpractice. Purchasers can purchase goods and services and works at lowest prices within reasonable time without hindrance and influence. The new procurement system is better as it is standard, transparent, and easy to follow than the earlier systems and relevant officers remain accountable. The participants suggested that all public and private purchasers should have new standard procurement document. The participants also suggested for further refinement of the procurement procedures and documents based on experience of all type of purchasers and bidders.

129. The participants stated in generals that the trainings provided under the project are highly useful but there is need for more training to cover larger number of public agencies and officials. Training for only desk officers involved in procurement is not enough senior officials including the heads of institute and all those involved in decision making on purchases should be provided specific training. The participants expressed their opinion for providing more training to cover increased number of officials and also bidders. They also suggested that government officials involved in procurement should follow the guidelines of the PPR. The participants opined that corruption has reduced as a result of using PPR. It is also informed that some officers follow PPR strictly and use PP Act 2006 and PPR 2008 as reference when needed.

130. The participants provided few negative impact of the unification and simplification of procurement system through PPR. They mentioned that due to improvement of tender document any one can use the document and prepare bids as a result, inexperienced participants also participate.

Consequently, number of bidders has increased – some participants indeed appreciated the impact as it has thus increased participation enhancing competition. The participants mentioned that due to access of inexperienced bidders some of these bidder often unfair means like using trade license of other firms and submit bid in the name of local people to avoid payment of income tax (who are exempt of taxes). This type of bidders quote too low unworkable rates and do not complete the work and or produce poor quality works and goods and services.

131. The participants identified several weakness of PPR such as rate of goods and works specified is not updated and therefore it is not consistent with the market price and either the bidder loses interest or discontinues resulting frequent re-tendering delaying works affecting development programs. Participants mentioned in general that amendment of LTM is contradictory to PPR. They also mentioned that in many respects e-GP and PPR are contradictory to each other.

132. PPR and new procurement system is helpful for reducing corruption and changing the mindset of concerned officials. A good number of officers of all major procuring agencies had received training from CPTU and other agencies offering training on procurement of goods, works and services. However, participants indicated that all trained officials are not presently involved in procurement and all officials engaged at present in such activities had not been trained. This is natural – some trained officers have retired, many have moved out to other departments, others are engaged in different activities that have no link to procurement as much. Consequently while many officials were trained but naturally there exists lack of sufficient trained officials for procurement activities in procurement departments of all agencies. The participants suggested to keeping training program going year round every year. Participants also suggested that training on procurement may be mainstreamed in the training departments of agencies having its own training units. Importantly, participants suggested that the same training be conducted by public and private training institutes on payment where government officials as well as private firms can receive needs based training anytime they need.

133. Before introduction of PPR, the procurement system was adequate in the four target agencies. However, after introduction of PPR, all procurements are being performed following the PPR. Under this system the officials can prove their honesty and transparency at any time and circumstances. Some officers keep PPA 2006 and PPR 2008 with them and see the provisions when needed as reference. These books are helpful. More training is needed on the new procurement system. The system has reduced to some extent the pressure of procurement work, political front, bureaucratic higher ups, and financially influential corners.

134. There is provision of advertisement on the procurement in all the offices, work load is increasing day by day but there is no additional risk due to introduction of this system. Advertisement is done through newspaper and notice board so that people and bidders can understand about procurement of the offices. Advertisement is done following provisions of PPR and guidelines of procurement committee.

135. Bidders can work without risk. It is possible to complete every work nicely if the officials have will and justice in mind. Publicity for making the new procurement system popular should be intensified, publicity is inadequate, people cannot know. The officials are trying to inform people and explain the advantages of new procurement system but it should be elaborated. There is transparency in evaluation, bid can be submitted in multiple locations, and decision making is quicker. It is needed to make improvement of PPR and make it easier.

136. E-GP system helps to reducing corruption and bidders can easily procure and submit the bid from home. It is possible to avoid snatching of tender bid by using e-GP. Bidders can obtain all the relevant information from home and thus reduce corruption to some extent. Tender can be evaluated using computer faster without chances of leakage of information through typists. E-GP is a digital modern system for procurement. It is known from the participants that only experienced bidding firms can follow and use e-GP. Bid evaluation and decision making using e-GP in short time.

137. E-GP ensures accountability, helps to participate by everyone interested, helps to keep impartiality, helps to get competitive price, it is transparent, less scope of corrupt practices, good for selecting the best bidder, helps to avoid external pressures. It helps to maintain confidentiality. Tender can be submitted through e-mail from more than one place. Tender can be evaluated within short period of time, tender evaluation time is reduced than before; and scope of providing fake information. It ensures transparency in evaluation of tender, transparency in submitting tender, saves time, less expensive, and no chance of corrupt practices.

138. There are some weaknesses of the e-GP procurement system as it takes longer time for getting line in the internet. Specially, the net outside Dhaka is extremely weak compared to the necessary speed for working on e-GP. Sometimes the bidders quote less than 40% and this rate is not workable and the external members of the evaluation committee support lowest price without considering whether the rate is workable or not. This embarrasses place the purchasing agency in jeopardy as in most cases such purchases end in fiasco. Participants suggested re-introduction of maximum and minimum rates above and below estimated costs and provision of lottery in the case of quoting same rate by more than one party for taking decision. Number of bids is also reduced under e-GP due to lack of understanding of the officials and bidders, inadequate capacity of website of CPTU, network and internet problems, and frequent failure of electricity.

139. All concerned including the bidders need to know the e-GP system. There is need for adequate hardware and software facilities (computer, laptop, modem, and program software), uninterrupted power supply, faster internet services, and skilled manpower. In district towns there are fewer specialists skilled in e-GP who help bidders in preparing bids and it is reported that some of them leak out the confidentiality often creating problems and chaos. Sale of tender document is reduced and government revenue reduced and competitiveness partly lost. There is need for extensive training on e-GP for both officials of purchasers and bidders.

140. It is very difficult to make rectification of mistake in the e-GP system. It is difficult to refund security money under e-GP system especially the bidders who fail to submit bids due to weakness of internet, banks and the executing agency does not take responsibility of refund of the security money as the client does not have the record of receiving bid although the bank issued in the fees for downloading of offer form national portal in the name of the client. The problem should be solved to make the e-GP system efficient and popular. Some bidders cannot participate due to lack of experience in e-GP. CPTU website may be strengthened for operating e-GP and its speed should be enhanced.

141. Various social activities including meeting, rallies, hoisting bill board were used for making the PPR and e-GP popular. Publicity was made for development of social awareness about public procurement but it was not adequate and effective enough. Different media such as radio and TV may be used for making the PPR popular to the people. Four agencies were involved in publicity but these agencies could not make publicity properly for the people of all walks of life and the bidders. There is need for more seminars, advertisement, hoisting billboard, training and promotional campaigns in all public and private meeting and functions to make PPR and e-GP popular.

142. All procurements are advertised in newspaper to make the purchase open to public. All complexities of procurement system are removed as feasible. Bids now can be submitted from home and no one can obstruct others from submission. Accountability has increased and incidence of legal complications reduced and procurement decisions are concluded easily on time. There is inadequate advertisement due to shortage of fund. There is need for uninterrupted power supply. Financial power for approving contracts for procuring small items should be enhanced. PPR guideline should be simplified further. Skills for preparation of bid documents by bidders need be developed. Manuals in Bangla for bidders are needed.

143. E-GP helps to reduce corruption and for this more securities are needed, confidentiality is needed; pass word of applicant and PVO option should be kept confidential. Change should be brought in PVO option. Some officials should be assigned to operate tender to maintain confidentiality. Some



important information cannot be kept confidential in e-GP system but this is very important for procurement. Number of new bidders has increased.

144. Corruption may further reduce if bidders are fixed for each category. Enlistment of bidders is needed. The bidders face difficulty with the bank. Registered banks are not interested to provide services to the bidders for e-GP tendering. Motivation of officials of the registered banks is needed. Training for managers is needed. Larger number of banks may be registered for providing e-GP services.

145. Logistic support in procuring agencies are inadequate, technical scope of CPTU should be updated and expanded so that use of CPTU website is easier and efficient. Training of bank officials is needed, problems in network should be solved and leaking of rate quoted by other bidders is a problem. Problem for refund of earnest money, easy billing process are needed to prepare national database for bidders. All agencies jointly can prepare an integrated database of all bidders with information on income tax, VAT, trade license, experience certificate, turnover, and manpower. This may help tender evaluation within short time. CPTU may take an initiative after careful feasibility study.

## **B. Feedback of Case Studies**

146. The consultants conducted 11 case studies although 12 case studies were planned. The case studies were conducted during the survey and data collection. The purpose of the case studies was to portrait success stories and the supporting factors of such successes for future reference. Examples of less effective and inefficient procurements are also depicted to get the reasons of such failures in achieving successes in procurement of goods, works and services. Feedback of the case studies is presented in the following paragraphs.

147. **Case Study 1:** Bangladesh Television (BTV) is an important communication medium of the Government of Bangladesh. BTV procures goods and services through tender successfully. BTV has been constructing one administrative building in their campus at a cost of taka 15 crore from 2012-13 from their own resources. The building is under construction. DG of BTV extended all sorts of cooperation for construction of the building. All goods are being procured centrally from Dhaka for their sub-TV centers at different places. All the goods needs for the BTV for all sub-centers of the country are being procured by the headquarters and in all procurement followed the rules of the Government (PPR). However, before 2003 there was no written rule for procurement and then procurement was done under the sub-center - there was some irregularity in procurement.

148. Since 2003 all the procurement are being done following PPR and several persons received training from CPTU on PPR, even then they are not clear. To make the PPR successful more training on longer duration is to be provided to the officials and motivate them to perform their responsibilities. The Chief Engineer of BTV suggested the following.

149. More acceptable rules are to be formulated to ensure procurement of quality goods. Suppliers should submit samples and brochure before supply of goods to be procured. Sometimes it happened that no similarity with the item mentioned in the brochure and supplied goods. Payment clause for international tender can be made easy; however, in this case strength of the participant is to be ensured and before signing of contract information about the supplier is to be collected by the Foreign Mission of Bangladesh. To prove the concept of accepting the lowest bid is wrong.

150. There are some ambiguities and unclear of the rules and Acts, amendment should be made. Financial power of chief of the organization (HOPE) should be enhanced. To make the PPR popular legal complicity in terms of contract should be made clear. Evaluation system is to be introduced to make it accountable. In addition, training is to be provided to bidders and then there will be good understanding between client and bidders otherwise will not be performed as per schedule, quality and sustainability cannot be achieved.

151. After 2003 in procurement of BTV, some resources have been saved due to having specific rules on procurement and corruption is reduced to some extent. In the construction of BTV administrative building 26 firms participated in the tender and among them some tenders were rejected and some tenders failed to fulfill the terms and conditions. Tender was invited following OTM and signed the contract following relevant rules of PPR and construction is going on.

152. In fine unclear rules of PPR are to be made clear to ensure transparency and accountability in procurement of goods and services in all the organizations of the country including BTV. Training is to be provided to the officials, monitoring system is to be introduced. Arrangement is to be made for reducing political influence and malpractice. Proper steps are to be taken for inviting tender using e-GP. Policy makers of the country should become strict in implementation of the PPR and e-GP.

153. **Case Study 2:** Bureau of Manpower Employment and Training is an important organization in the country. In each financial year a lot of procurement and construction work are being done. There was no written specific rule and regulation on procurement of goods, works and services before 2003. Procurement was done either through a procurement committee constituted by some officers or according to the advantage of procurement as a result sometimes low quality goods were procured and method of procurement was unclear. But implementation PPR in 2003 quality of work, accountability and transparency are improved.

154. During 2012-13 one training institute is built in Gazipur spending Tk.115, 00,000. OTM system of procurement was followed; tender notice was published in the newspaper and CPTU website. To develop skilled manpower in Chittagong various instrument and furniture were procured through open tender spending Tk.34, 00,000. All the activities of the procurement were performed following PPR. Evaluation committee evaluated the tender properly to ensure transparency and accountability. It is needed to provide training to the officers by the CPTU to ensure transparency, reduce wastage and improvement of quality of work.

155. **Case Study 3:** Directorate of Primary Education (DPE) constructed Government Primary Schools, Non-government Registered Primary Schools and Community Primary Schools in Chittagong, Sylhet and Barisal divisions with the help of Facilities Department during Financial Year 2012-13 spending Tk.19.27 Crore. Furniture was supplied and toilet facilities were improved. OTM method of procurement was followed and advertisement in the daily newspaper was done, the advertisement was also published in the CPTU website. Numbers of students are increased due to construction of school building. In another tender in 2012-13 books, registers, leaflet, posters etc. were printed and distributed for improvement of quality of primary education against Tk.5.12 crore. Advertisement was done in the national dailies including CPTU website. Deep tube wells were installed in Sidr affect area of Barisal division and arsenic affected area of Rajshahi division. Students can drink safe water from these deep tube wells.

156. **Case Study 4:** Bangladesh Rice Research Institute (BRRI) is a Government institute under Ministry of Agriculture. There was no guideline for procurement before. All the procurement of BRRI is being done following PPR after its introduction. PPR is very good and proper utilization of public money can be ensured by following the PPR and quality of works can also be ensured. It was difficult to follow PPR at the time of its introduction because no explanation was provided. When clear guideline was provided through training then it became easy and faced no difficulty in following PPR. In fine all Government organization should follow PPR guideline and this is a successful policy.

157. **Case Study 5:** Bangladesh Parjatan Corporation (BPC) is a public sector organization. Large amount of money is being earned by the BPC every year. Large number of people led their livelihood serving in this organization. Chairman is the administrative head of the organization. Huge items are needed for running this organization. All the items are being procured by public money. However, before 2003 there was no written policy, rule and guideline and all the procurement was done with the advice of senior officials. Sometimes corrupt practice was adopted at that time and every procurement was dependent on the wish of the concerned officials but after 2003 every procurement is being done

following PPR. Quality goods can be procured at a lower price by using PPR. For example, two minibuses were procured following DPM procurement method. The procurement was made in 2013 from another public sector organization – Progoti Industries Ltd. Time taken for the procurement of vehicle was one week and quality of vehicles is good.

158. Although a few officials of the BPC received training on PPR from CPTU but rules of PPR is not clear to them. It is needed to provide training to the higher officials of the organization for efficient implementation of the PPR. Monitoring system is to be introduced to make the implementation of the PPR successful. Training is to be provided to the bidders. It would be better if publicity is made through different media for improvement of awareness of the people of the country. High officials of the Government should have the idea about procurement. Corruption in the country has been reduced to some extent and people of the country will get the benefit of the PPR.

159. **Case Study 6:** Directorate of Food floated a tender following OTM method and the tender notice was published in the Daily Jugantor a Bangla Newspaper on 17 September 2012 and the Daily Independent on 19 September 2012 and it was posted to CPTU website on the same day for procurement of 50,00,000 number (estimated) of sacks. Actual procurement was done 48, 00,000 number of sacks in 32 lots at a cost of Tk.32, 52, 92,500. Date of approval by ministry was on 12 December 2012. The Directorate could complete evaluation of tender within validity period transparently.

160. **Case Study 7:** This was a civil work construction of market shed at Poapara, Upazila Kowkhali, and District Rangamati. The work was executed during January-May 2013. Limited Tendering Method was followed and advertisement was not issued in newspaper. All other PPR rules were followed. Four bidders participated in the tender. Tender evaluation was completed within validity period. Work started at right time and there was no political influence. Budget allocation was Tk.29, 50,000 and cost of completion of work was Tk.28, 50,000. The work of the project was completed within 28 days as scheduled and the payment of the contractor was made within 14 days of completion of work. There was no difficulty in purchase as well as implementing the work for good quality work.

161. **Case Study 8:** Department of Social Service floated a tender following OTM for construction of hostel including supply of furniture, sewing machine and training materials in Narsingdi during 2012-13 at the same time the tender notice was posted in the CPTU website. Cost of the project was Tk.103,00,000. The activities were completed following provisions of PPR and quality of works was better and accountability was intact. It is needed to provide training to the officials of the Department for better implementation of the PPR, monitoring system is also be introduced for reducing wastage of public money and quality of work will be improved. Quality of supplied goods is better due to following the provisions of the PPR.

162. **Case Study 9:** Forest Department constructed a building in the Safari Park at Chokoria of Cox's Bazar spending Tk.350, 00,000. In the beginning tender was invited in OTM system and notice published in the newspaper and sent it to the CPTU website on the same day during 2012-13. 26 contractors purchased the tender document. They submitted tender in the department and CPTU through e-GP. It was possible to complete all the activities using OTM within short period of time. Outside member of the evaluation committee extended their all sorts of cooperation. M/S Hasan International, Upashahar, Jessore got the award of contract following relevant Rules of PPR.

163. **Case Study 10:** Islamic Foundation constructed Labor Mission Building at Jhalokathi in Barisal division with the help of PWD at a cost of Tk.500, 00,000 during 2012-13. All equipment and ambulance services of the Mission Building were procured by Islamic Foundation. OTM system was followed; advertisement was published in the newspaper and posted to the CPTU website on the same day. In addition, Islamic Foundation printed thousands of books in their press. It is difficult for them to bind all the books on time and they get the books binding by out sourcing through OTM. In this head of expense Islamic Foundation spend more than taka one crore per year. They use newspaper and CPTU website for advertisement. They could supply good quality Iftari following OTM advertising through newspaper on 22

May 2013 and 23 May 2013 and arranging an area of 3000 square feet for saying prayer of 5000 women at a time in the ground floor of Baitumukarram Mosque.

164. **Case Study 11:** Directorate General Family Planning (DGFP) is one organization under the Ministry of Health and Family Welfare. The DGFP did not have specific rules for procurement of goods. DGFP follows the PPR after its introduction. There was possibility of corruption in the previous system. Government can save a lot of money and procure good quality goods as a result of implementation of PPRP. The officer could understand the PPR and more training are needed. It helps to reduce corruption.

### **C. Feedback of Local Level Stakeholders' Workshop**

165. The terms of reference as well as the proposal and contract provided provision of holding a field level stakeholders' workshop during survey and data collection. Accordingly, a field level stakeholder workshop was arranged on 28 April 2014 in Manikganj district. The workshop was held in the conference room of the Deputy Commissioner of Manikganj district. Md. Masood Karim, Deputy Commissioner of Manikganj was the Chief Guest while Md. Abdul Quiyum, Director (Deputy Secretary), Evaluation Sector, IMED chaired the workshop. Ms. Fatimatuz Johora Thakur, Assistant Director, IMED was the special guest. Mr. Md Mujibur Rahan, Additional Deputy Commissioner (General) and Mr. Md Iqbal Hossain, Nezarat Deputy Commissioner also attend as participants. In all 30 participants invited attended. The participants included officials from local LGED, BREB, BWDB and RHD; potential bidders of the four major procuring agencies (LGED, RHD, BWDB and BREB) of Manikganj district. Besides, the study team members and senior officials of Eusuf and Associates attended.

166. Dr. Mohammed Eusuf Ali, Team Leader of the Evaluation Study explained the background of the project and purpose of the workshop. He also explained the systematic approach and procedures for the conduct of workshop to attaining intended objectives. He also presented the different aspects of the study such as design and implementation of the study including impact indicators and tools used and sampling. Dr. Ali requested the participants to provide their valuable opinion and suggestions for improvement of public procurement reform measures based on their valuable field level real situation practical experience.

167. The participants indicated that it takes long time to process e-GP tenders. There are troubles in the internet system. Considering emergent nature of works and poor connectivity of internet in the area, Chittagong Hill Tracts area kept outside the e-GP tendering. There are problems with the servicing banks where speed of service delivery to bidders for obtaining bid security is limited and slow due to troubles with internet speed/or poor connectivity system and bank's software being outdated. Bank officials are not willing to provide the services as that is difficult for their staff. Logistic facilities for e-GP are scarce and time taken to process e-GP tenders is longer than anticipated. In respect of Performance Guarantee, amount to the mentioned in the bidding document has been prescribed in PPR giving a very wide range that creates problem. If a tender is considered "Null" by the Evaluation Committee then permission of "HOPE" is needed to be taken for re-tendering, that takes long time in the processing of the tender.

168. Sometimes, CPTU webpage shows "NULL" in the computer screen for a long time. Information on purchase of tender document is sometimes leaked out from the CPTU computer system. Sometimes "password" is also leaked out. CPTU does not provide training to the bidders on e-GP tender processing/submission; and that is a drawback of implementation of PPR. Training of officials is not that all about the improvement of public procurement. Bidders are the immediate direct beneficiaries and users of the PPR. Without capacity building of the bidders through training and motivation and skill development full benefits of the PPR can not be achieved. The software is slow and help desk remains closed on holiday but the concerned agencies have to work on holidays to complete the work on stipulated time. There is no scope of making mistakes, the software does not accept any irrelevant information, and it takes long time for browsing. There was arrangement of using BRAC net before but now this facility is not available.

169. Sometimes bidders quote 40-45% less and it become difficult to get the job done with this impractical rate. PPR does not restrict bidders to quote any rate as they consider this allows inexperienced and or dubious bidders to quote unworkable rates and win contract anyway and then try to enhance rates. Tender evaluation committee especially outside members do not agree to reject bid of unworkable rates even though the evaluation committee can do that for fear of complains against them. Participants suggested to restricting maximum and minimum rates below and above estimated amount in percentage with provision of justification of quoting higher rates beyond the set maximum and minimum ceiling. The participants also suggested to re-introducing system of decision making in case of quoting same rates in percentage by more than one bidder within the fixed rate ceiling around estimated cost.

170. Limited Tendering Method of PPR, it is mentioned that the quoted rate should be within the range of plus five percent to minus five percent of the “Schedule of Rate”; or engineer’s estimate drawn for work at the rate of items taken from the current Schedule of Rates. The quoted rate within the range is unworkable at places/departments where Schedule of Rates is not up dated in conformity with current market price. This trouble affects implementation of work; and at some places the bidding is not competitive; sometimes no bidder participates in the tenders. CPTU should instruct all government departments/ministries to update Schedule of Rates annually.

171. E-GP cannot be applied to 100% cases of RHD as there are emergency works which need to be attended on the spot. Bidders should also be trained so that they can participate in the e-GP bidding without troubles. Big bidders can get as many works as they like with the limited resources. In fact, they could be barely eligible for only one or two works. This affect implementation as such bidders remain unable to mobile necessary resources as needed to undertake and efficiently complete several contracts. This eventually hampers projects. The participants suggested to developing a web based database of all potential bidders by category of work, goods, and services through compulsory registration so that procuring agencies can verify capacity of bidders before awarding contract. Performance of bidders can also be rated and recorded for reference. This may reduce fraud and enhance transparency. Strengthening of the server of CPTU is needed and help desk should be kept open round the clock and round the year.

172. The participants reported that most of the bidders do not have necessary knowledge on e-GP tendering; there are limited number of experts who can fill-up tenders for e-GP and therefore fewer persons work for more than one party leaving scope of leakage of bid information to competitors. Some bidders suggested that paper based manual system of submission of bids should also be continued side by side of the e-GP tendering for some more time.

173. In e-GP tendering, officials of accounting discipline are not included in the Tender Evaluation Committee. CPTU should issue a directive on this matter for inclusion of accounts personnel in the e-GP Tender Evaluation Committee.

174. Some participants expressed that e-GP tendering is troublesome; internet server does not work smoothly, all works should be allotted on lottery basis among bidders of equal qualification/experience etc. Bidders need training, all GOB departments should have a unified Schedule of Rates for the same item of work.

175. In Limited Tendering Method (LTM), experience is not needed; this is contradictory to the spirit of the PPR. E-GP tenders can be manipulated; evaluation time frame cannot be enforced. For old works (for repair/replacement etc.), in the e-GP tendering there is no scope either to mention in the BOQ or quote rate of salvaged materials by the bidder. In case of tender for procurement of goods, Joint Venture is not allowed in the PPR and that is a limitation.

176. Prior to tendering availability of fund with the Procuring Entity should be ensured otherwise the bidders have to wait long time for getting bill. Participants emphasized on preparing annual procurement plan for each organization so that problem of overcoming fund scarcity can be reduced. The participants indicated that bidders find difficulty in getting back earnest money under e-GP in case the bidders fail to

successfully submit bids after payment of earnest money to bank as the procuring entity did not receive bids.

177. The chief guest appreciated the unified method for public procurement and underlined the need for further development of the system and continuous training of officers and bidders. He also emphasized that officials engaged in public procurement should acquire proper knowledge on Public Procurement Act and Public Procurement Rules so that discipline can be restored in public procurement activities for the benefit of the people. He also suggested that Bangla version of RRP is more difficult than English version as some terms of Bangla version are not easily understandable.

178. The chairperson in his concluding remarks thanked the participants for their participation and valuable comments for improvement the procurement system for removing the bottlenecks and weakness of the system. The workshop concluded with the vote of thanks from the chair.

## **Section VI Strengths and Potential Threats and Challenges towards Implementation of the On-going Activities of the PPRP II**

179. The study noted both strengths and weaknesses and limitations of PPR and critical challenges for implementation of the PPR. The Government through reform of the public procurement brought all procurement activities under legal cover ensuring good governance and justice in public procurement.

180. All procuring agencies need competent manpower with specific skills gained through training on the new procurement system including act, rules, guidelines, standard bid documents, and different procurement system specific practices. All procuring agencies lack such manpower if the manpower are not created and maintained in dedicated procurement units.

181. All procuring agencies need sophisticated logistic facilities and manpower skilled enough for using those facilities. Cost of these logistic facilities is high and its maintenance is expensive and requires proper attention and care. All procuring agencies do not have these facilities.

182. Implementation of PPR faces digital divide problem. Majority of the senior officials responsible for decision-making in procuring agencies are not that familiar with and proficient in digital matters such as electronic procurement system. While this situation is changing fast yet the senior management need lead time to change towards digital work environment and systems.

183. Most of the development works take place in district and upazila levels. The facilities for internet, skilled manpower, banking facilities, access to all time electricity, etc. at the field level are still in available as needed for efficient digital office management in general and procurement activities in particular.

184. Dependence on the limited number of local bank branches and their inadequate skills and manpower and lack of cooperation are critical factors against implementation of PPR in general and e-GP in particular. There is scope of leakage of information encouraging corrupt and fraudulent practices.

185. Limitations of the existing server capacity and low speed of local internet facilities are major challenges to implementation of PPR in general and e-GP in particular. Access to and effective support of CPTU help desk is still an important factor that needs improvement.

186. Present training capacity of CPTU is limited to meet the needs of training of all procuring agencies including the bidders and private individual and corporate professionals. This is a major challenge. Therefore, government may arrange training for both short and long courses for a considerable numbers of officers from all procuring agencies. Considering the need and limited capacity of CPTU number of training institutes (both public and private) may be engaged to conduct trainings under technical guidance, monitoring and evaluation, quality control by the CPTU. However, all course corrections on training curriculum must be approved by CPTU centrally.

187. Limited skills of the bidders in new procurement system in terms of manpower and logistic facilities are major challenges for implementation of PPR. CPTU has not placed enough emphasis on this point considering it a private sector matter. But this limitation is blocking the implementation and efforts to increasing efficiency of procurement affecting country's aid utilization. All bidders must recruit and retain sufficient numbers of staff trained in new procurement system or send several staff for training from recognized institutes at own cost as a compelling requirement for registration as bidder in public procuring agencies. Bidders having no trained staff may not be registered as bidder.

188. Some respondents have suggested discontinuation of e-GP considering the system as difficult to use at the moment or keeping both e-GP and paper based system simultaneously for some time, and they recommended that despite difficulties of implementing and adopting and using e-GP at present it should continue without co-existence of paper based system. This may create confusion, decelerate the trend of implementation of e-GP, and slow down development of necessary logistic facilities. E-GP may

apparently seem difficult to those who have less idea of the benefits and power of digitization. It is gathered that bidding under PPR and e-GP are quite expensive for some small bidders and there is need for devising special methods for small contracts at simple and low cost processes.

189. Impact study noted that efficiency of procurement process at all stages under the new procurement system following PPR is low compared to the earlier system in terms of time spent in completing procurement processes at various stages – be it paper based or e-GP. This may be due to unfamiliarity with the new system, too stringent compliance requirements, too much precaution and skepticism of outside members in tender committees, lack of interest of concerned officials in the purchase amid high level of accountability and transparency, etc. The consultants recommend that CPTU may undertake an in-depth study of the reasons and low efficiency in procurement following the PPR.

190. There is need for improvement of the availability and effectiveness of necessary logistic facilities used for e-GP procurement system. The present server speed of CPTU needs to be enhanced. The internet service providers at field levels need to increase its speed and remain free and available for using in processing procurement activities. CPTU and respective procuring agencies should establish arrangement with capable service providers round the clock.

191. In e-GP system, bidders find difficulty in depositing service charges in the designated banks. Sometimes, the bidders deposit money but fail to submit bids and thereafter suffer as they find difficulty for getting the money back. CPTU and designated banks should develop the facilities and keep skilled manpower and extend prompt services as needed even after office hours and during holidays. Number of bank branches in each location should be increased. Bank charges should be reduced to a reasonable level as appropriate. Payment of fees for downloading e-tend document from national portal should be open to number of banks in each location.

192. Implementation of PPR needs close monitoring by CPTU in general and respective ministries that efficiency and efficacy and transparency and accountability are ensured. Only CPTU alone can not accomplish the huge task with its limited resources and technical and logistic scope and status. It is understood that all public procuring agencies other than the four target agencies can not and do not follow PPR properly. CPTU may monitor and bring such agencies under its support service and monitor ensuring implementation of PPR everywhere.

193. The PPR provided unified and well drawn procurement guidelines that specified bid invitation, bid opening, bid evaluation, contract award, payment, penalties, etc. The procurement guidelines specified time for each step based on well thought time analysis (although this may require reconsideration). All public procuring agencies can undertake procurement without major mistakes with the help of its staff with necessary training.

194. The PPR ensured fair competition and judicious bid evaluation and decision making ensuring value for money. Purchasers can stick to specified bid conditions and evaluation criterion and avoid undesirable manipulation and corruption and fraud attempts. Bids can be submitted in multiple locations and even electronically to avoid corruption attempts for barring bidders from bid submission.

195. Electronic Government Procurement (e-GP) is a digital system that helps both purchasing agencies and bidders to easily prepare and submit bids in short time without too much labor, time, cost and movement.

196. Implementation of PPR is supported by short and long term training courses on new procurement system and related rules, guidelines, and standard bid documents, etc. The training is helpful for officers involved in procurement activities to prepare and process bids and evaluate them and complete every activity following the guidelines. In addition, CPTU stands behind to provide assistance especially through the 'help desk' is expected to work round the clock.



197. The PPR is expected to increase efficiency and efficacy and cost effectiveness ensuring value for money and faster aid utilization/development works. Although, initial experience gathered through the present study do not support efficient time management so far it is expected that after further improvements of the provisions of PPR and attainment of skills and logistic facilities, PPR will surely save time and ensure faster aid utilization/implementation of development projects.

198. The study noted several critical limitations and challenges of implementation of the PPR. All procuring agencies need competent manpower with specific skills gained through training on the new procurement system including act, rules, guidelines, standard bid documents, and different procurement system specific practices. All procuring agencies lack such manpower if the manpower are not created and maintained in dedicated procurement units.

199. The new procurement system is well accepted by agencies and officials involved in procurement activities for its benefits and positive impacts. The new procurement system has received high demand from not only the officers of government procuring agencies but also from the potential bidders. Individual professionals and project managers also showed interests in the training courses of PPR. Therefore, it is recommended that government may arrange training for both short and long courses for a considerable numbers of officers from all procuring agencies. Considering the need and limited capacity of CPTU number of training institutes (both public and private) may be engaged to conduct trainings under technical guidance, monitoring and evaluation, quality control by the CPTU. All course corrections on training curriculum must be approved by CPTU centrally.

200. All interested and potential bidders must recruit and retain sufficient numbers of staff trained in new procurement system or send several staff for training from recognized institutes at own cost as a compelling requirement for registration as bidder in public procuring agencies. Bidders having no trained staff may not be registered as bidder.

201. Although some respondents have suggested discontinuation of e-GP considering the system as difficult to use at the moment or keeping both e-GP and paper based system simultaneously for some time, it is recommended that despite difficulties of implementing and adopting and using e-GP at present it should continue without co-existence of paper based system. This may create confusion, decelerate the trend of implementation of e-GP, and slow down development of necessary logistic facilities. E-GP may apparently seem difficult to those who have less idea of the benefits and power of digitization. Their fear can be removed through motivation and training and skill development. However, there is need for continuing efforts to simplification of the procurement procedures of PPR so that all officers and bidders can easily follow and use PPR in public procurement. It is gathered that bidding under PPR and e-GP are quite expensive for some small bidders and there is need for devising special methods for small contracts at simple and low cost processes.

202. Impact study noted that efficiency of procurement process at all stages under the new procurement system following PPR is low compared to the earlier system in terms of time spent in completing procurement processes at various stages – be it paper based or e-GP. This may be due to unfamiliarity with the new system, too stringent compliance requirements, too much precaution and skepticism of outside members in tender committees, lack of interest of concerned officials in the purchase amid high level of accountability and transparency, etc. The consultants recommend that CPTU may undertake an in-depth study of the reasons and low efficiency in procurement following the PPR.

203. There is need for improvement of the availability and effectiveness of necessary logistic facilities used for e-GP procurement system. The present server speed of CPTU needs to be enhanced. The internet service providers at field levels need to increase its speed and remain free and available for using in processing procurement activities. CPTU and respective procuring agencies should establish arrangement with capable service providers round the clock.

204. There is general criticism for the Limited Tendering Method (LTM) introduced recently in public procurement under special circumstances to expedite purchase and to ensure availability of works, goods and services. While such LTM should be limited but general LTM applicable to purchase from limited sources of proprietary nature and under barter arrangements LTM is a proven old procurement method to be used selectively. Some officials and bidders suggested reintroduction of the Open Tendering Method (OPM) in place of LTM which is justified. However, in OTM there should be restrictions for not quoting above or below certain range such as 10% above or 10% below estimated rates. It is found that in present OTM often some dubious bidders quote rates as low as 50% below estimated rate. Consequently, either such bidders leave the work incomplete or finish with poor quality works and goods. Tenders should be floated only after having available funds with the purchaser.

205. In e-GP system, bidders find difficulty in depositing service charges in the designated banks. Sometimes, the bidders deposit money but fail to submit bids and thereafter suffer as they find difficulty for getting the money back. CPTU and designated banks should development the facilities and keep skilled manpower and extend prompt services as needed even after office hours and during holidays. Number of bank branches in each location should be increased. Bank charges should be reduced to a reasonable level as appropriate. Payment of fees for downloading e-tend document from national portal should be open to number of banks in each location.

206. The study noted that the motivational campaigns for behavioral change communication made so far has not impacted as much. Because, the cover was not enough to bring changes of mind set among the community. However, the approach is appreciated for its potential strengths to behavioral change communication. More intensive campaigns and rallies are recommended with appropriate messages to the community. The campaigns and rallies should be organized in a planned way and materials developed and implemented through professional organizations.

207. In addition to campaign and rallies Government/CPTU may widely publicize the PPR and new procurement procedures among the people and civil society focusing how transparency and accountability and value for public money are being ensured. Both print and electronic media can be used. Posters, billboards and signboards may be hoisted in prime locations attracting attention of the mass population in important busy locations all over the country.

208. Implementation of PPR needs close monitoring by CPTU in general and respective ministries that efficiency and efficacy and transparency and accountability are ensured. Only CPTU alone can not accomplish the huge task with its limited resources and technical and logistic scope and status. It is understood that all public procuring agencies other than the four target agencies can not and do not follow PPR properly. CPTU may monitor and bring such agencies under its support service and monitor ensuring implementation of PPR everywhere.

209. All procuring agencies no matter undertake small purchases or big purchases should be brought under the cover of training and capacity building and compliance of PPR in their public procurements. Accordingly, public procurement of all such agencies should be monitored in terms of compliance of PPR provisions ensuring due diligence to efficiency and efficacy and transparency and accountability.

## **Section VII Findings and Conclusions, Recommendations and Lessons Learned**

210. The study team summarized the study findings, made specific recommendations, and provided the lessons learned for future similar projects and activities relating to public procurement reforms in the following paragraphs.

### **A. Major Findings and Conclusions**

211. The project has grossly met the major objectives through implementing the public procurement reforms. The reforms after implementation in all procuring agencies will greatly improve the governance in public procurement, improve efficiency and transparency and accountability in public procurement, enhance people's confidence, reduce corruption and strengthen aid utilization. Therefore to fully achieve the objectives, all procuring agencies shall have to follow PPR in procurement of works, goods, and services. CPTU alone is not responsible to and capable to meet the project objectives. CPTU by implementing the reforms has partly met the objectives. Indeed, it is a good beginning.

212. Reform and capacity building is a continuous process. The progress of capacity development of CPTU over the last 12 years since 2002 leaves enough scope for further development in CPTU let alone at all sector levels. Manpower resource in CPTU still remains as a constraint. There is need for adequate and upgraded logistic facilities and enough fund resources of the CPTU itself and have its separate budget.

213. Incidence of liquidity damage, time for making payment of bills increased after introduction of PPR. Incidence of major complaints received before and after introduction of PPR remained same. Incidence of fraud and corruption attempts in procurement is found low in procurement as ever but showed upward trend.

214. Introduction of e-GP has shown good progress, but both procuring agencies and bidders reported difficulties of lack of skilled manpower, logistic facilities, electricity, internet, banking facility, and server limitations. Bidders suggest continuation of both paper-based procurement system and e-GP simultaneously for some time.

215. Limitations of the existing server capacity and low speed of local internet facilities are major challenges to implementation of PPR in general and e-GP in particular. Access to and effective support of CPTU help desk is still an important factor that needs improvement.

216. Progress of PPRP was satisfactory (physical progress of training was overachieved and financial progress was close to 100%). The progress of PPRP II is also good but the project has been extended for another five years to complete remaining as well as additional activities. The project implementation is less efficient as in both PPRP and PPRP II the project implementation period were extended by 200% (PPRP was increased from original three years to six years, and PPRP II was extended from initial five years to ten years). However, it is recognized that implementation of reforms takes longer time than other development projects.

217. Although the progress of implementation of PPRP II is low but the progress of implementation of e-GP is encouraging especially in the four target agencies. The experts identified several constraints and challenges of implementing e-GP particularly relating to logistic facilities and enabling environment and technical skills.

218. Time for procurement at different important stages has increased after introduction of PPR. Average time between invitation of tender and contract notification, time between tender opening and notification of award, time between approval and notification of award increased compared to before PPR. Number of contracts awarded within original validity period reduced, number of contracts completed per year reduced compared to before the PPR. These indicated inefficiencies in public

procurement activities after implementation of the PPR. This is contrary to the objectives of the projects to improve efficiency in public procurement.

219. Implementation of PPR needs close monitoring by CPTU in general and respective ministries that efficiency and efficacy and transparency and accountability are ensured. Only CPTU alone can not accomplish the huge task with its limited resources. It is understood that all public procuring agencies other than the four target agencies find difficulty in following PPR properly.

220. Both the projects targeted only public sector agencies and its capacity building for implementing PPR. The experts found that capacity building of the private sector bidders are extremely needed in terms of enhancing familiarity, skilled manpower, and logistic facilities for following the new procurement procedures particularly using the e-GP without which procurement activities will remain inefficient.

221. PPRP II included behavioral change communication for social mobilization as a component. The progress of the component under PPRP II is slow. The component is crucial as it will familiarize and popularize PPR among the people of all walks of life and help changing the mind set of the concerned people including senior officials and planners towards transparency, governance, accountability, reduction of corruption and fraud, value of involving stakeholders in public procurement and making procurement entities accountable to the society.

222. PPR brought out public procurement from unspecified procurement procedures and brought procurement procedures and activities under legal cover and prepared specific documents for everyone. This is the most important achievement of the PPR and the reform will benefit all procuring agencies including the bidders. CPTU itself procured number of goods and services generally following the PPR documents prepared by them.

223. CPTU has used modern technologies in implementing PPR including the implementation of e-GP. In reforming public procurement system CPTU has used considerable international consultants and purchased number of secondary documents and hardware spending foreign currency in both PPRP and PPRP II. In the first instance, there was need for foreign expertise and experience, but hardly there is need for further foreign expertise.

## **B. Lessons Learned**

224. Unless the CPTU becomes a highly capable institution it would not be feasible to implement the PPR through capacity building across all sector levels.

225. E-GP is the most efficient procurement system but concerned procuring agencies and bidders are finding initial difficulties that can be removed easily.

226. Introduction and adoption of e-GP requires necessary preparations for capacity building with technical manpower and logistic facilities and effective support services. These should have been emphasized well ahead of time before its introduction. However, Government has rightly adopted policy to move step by step.

227. Implementation of reform projects takes longer time compared to other development projects. While designing reform projects, Government should assess project duration based on real time so that projects are not extended to double the original time.

228. Systematic procurement using standard documents and complying necessary requirements and following several steps may result in overall longer procurement time whereby enhancing the quality of purchase.

229. Without capacity building of the primary beneficiary like the bidders effective implementation of PPR is a major challenge to efficient implementation of PPR. Capacity building of the private sector beneficiaries having strong role in implementing the PPR should not be ignored.

230. Implementation of PPR only based on hardware approaches may not be effective, efficient, and sustainable without due importance of software approach for motivating and changing the mind set of the people and civil society.

231. Without legal cover any public procurement action may face serious legal complications and increasing the incidence of misprocurement and fraud affecting efficiency and efficacy of project management and aid utilization.

232. Without the application of appropriate modern technologies in public procurement activities efficient and efficacious procurement and implementation of PPR is not possible.

233. Dependence on foreign expertise should be limited. Local expertise should be developed that is more cost effective and sustainable.

### **C. Recommendations**

234. Capacity of CPTU has to be strengthened further with manpower, logistics, and fund resources to assist others in capacity building across all sector levels. CPTU should have sufficient technical manpower including at top level management and highly skilled resource persons to attend all procuring agencies needs. CPTU should have capacity to upgrade technical facilities with the pace of time and technological advancements. CPTU should also have sufficient budget after close of external assistance to carry its mandated functions.

235. CPTU need to undertake in-depth study to investigate why incidence of liquidity damage, delay in payments, corruption and fraud attempts in procurement process have showed upward trend and find out appropriate measures for remedy.

236. E-GP system should be promoted and gradually all procurements should be done using e-GP. All public procuring agencies should establish necessary logistic facilities and create skilled manpower through training and capacity building. CPTU should upgrade the capacities of the logistic facilities as needed to support countrywide needs.

237. A realistic Action Plan for implementation of the remaining and additional activities be prepared and agreed with the World Bank. CPTU should take the program more seriously to achieve without further extensions beyond 2017. The action plan should include activities to cover all procuring agencies.

238. CPTU should bring all procuring agencies under its support service and monitor implementation of PPR by all procuring agencies following the PPR.

239. Government should arrange short and long term training courses for all procuring agencies. Moreover, Government should consider arranging short term training of limited number of officials of all potential private bidders at cost. Considering the training needs of all procuring agencies and private bidders Government through CPTU may select and facilitate effective public and private training establishments all over the country under strict quality control on courses, trainers, and training program implementation. All course corrections on training curriculum must be approved by CPTU centrally.

240. CPTU while registering potential bidders should consider the manpower and logistic facilities of the firms and register on condition that the firm will recruit and retain sufficient numbers of staff trained in new procurement system or send several staff for training from recognized institutes at own cost as a compelling requirement for registration as bidder in public procuring agencies. Bidders having no trained staff may not be registered as bidder.

241. CPTU should place heightened importance to implement the component to increase special communications and social mobilizations activities involving among others policymakers, members of parliament, ministers, political leaders, development partners/donor agencies, procuring entities, bidders/business community, civil society, media personnel, and general public using appropriate media approaches.

242. All activities related to public procurement should always be legally bound and any changes and modifications thereafter should also be properly examined on legal points by CPTU centrally with help of concerned all concerned.

243. In the future local expertise should be utilized in public procurement reforms and activities. CPTU should take assistance of local experts and concerned local procuring agencies as needed.

244. In designing future reform projects and programs the Government in general and the CPTU in particular should assess the implementation time carefully and considering among others the implementation capacity of the concerned agency and that implementation of reforms is always difficult and it takes longer time than any other development projects.

# Appendixes

- Appendix I Questionnaires and FGD Checklist
- Appendix II Name of Selected 16 Districts
- Appendix III Name of Selected Agencies

**Eusuf and Associates**  
**Impact Evaluation Study of Public Procurement Reform Project**  
**Questionnaire for Officials of Ministries, Directorates, Departments, Corporations and Institutions**  
**Set 1**

Schedule No.  Date of Interview

সিডিউল নং বাহা অফিস থেকে সেওয়া হয়েছে

Name of Respondent..... Position: .....

উত্তরদাতার নাম

পদবী

Telephone Number of Respondent:

উত্তরদাতার টেলিফোন/মোবাইল নং

Sex of Respondent  [1=Male, 2=Female]

উত্তরদাতার লিঙ্গ

[১=পুরুষ, ২=মহিলা]

Type of Organization  [1=Ministry, 2 = Directorate, 3=Department, 4= Corporation, 5= Institution]

প্রতিষ্ঠানের ধরন

[১=মন্ত্রণালয়, ২=অধিদপ্তর, ৩=ডিপার্টমেন্ট, ৪=কর্পোরেশন, ৫=প্রতিষ্ঠান]

	During FY		অর্থ বছরে
	2002-03	2012-13	
1 Total number of invitations for tender issued during the year বছরের মধ্যে যে সকল টেন্ডার আহবান করা হয়েছে শুধু সেই করাটিরই সংখ্যা লিখতে হবে	<input type="text"/>	<input type="text"/>	Number সংখ্যা
2 Total Number of invitations against which decision were made? বছরের মধ্যে যে সকল টেন্ডারের ক্ষর সিদ্ধান্ত হয়েছে শুধু সেই করাটিরই সংখ্যা লিখতে হবে	<input type="text"/>	<input type="text"/>	Number সংখ্যা
3 Total number of Invitations for Tender (IFT) published in newspapers বছরে যে কয়টি টেন্ডার ইস্যু আহবান করা হয়েছে শুধু সেই করাটিরই সংখ্যা লিখতে হবে বাহা খবরের কাগজে ছাপা হয়েছে।	<input type="text"/>	<input type="text"/>	Number সংখ্যা
4 Total number of Invitations for Tender (IFT) issued in e-GP শুধু যে কয়টি টেন্ডার ই-জিপি মাধ্যমে আহবান করা হয়েছিল সেই সংখ্যাটি লিখতে হবে		<input type="text"/>	Number সংখ্যা
5 In e-GP tenders whether subsequent communications by the client was electronic or paper based? যে সব টেন্ডার ই-জিপি মাধ্যমে আহবান করা হয়েছিল তার পরবর্তী যোগাযোগ কোন মাধ্যমে হয়েছে		<input type="text"/>	1=Only electronic শুধু ই-মেইল 2=Both electronic and paper based উভয় ই-মেইল ও কাগজ 3=Only paper based শুধু কাগজপত্রে 0=Not applicable প্রযোজ্য নহে
6 Number of Invitations for Tender advertised through CPTU's website যে কয়টি টেন্ডার (এক কোটি টাকার উপর) সিপিটিইউ এর ওয়েব সাইটে প্রকাশ করা হয়েছে তার সংখ্যা		<input type="text"/>	Number সংখ্যা
7 Number of Tenders following GoB procurement Rules সরকারের ক্ষর নীতি অনুসরণ করে টেন্ডার করা হয়েছে তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
8 Number of Tenders following Development Partner Rules উন্নয়ন সহযোগীদের নীতি অনুসরণ করে টেন্ডার করা হয়েছে তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
9 Number of tenders allowed to submit in multiple locations একাধিক স্থানে টেন্ডার জমা দেয়ার সুযোগ ছিল সেক্ষর টেন্ডারের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা



10	Did you allow less than 14 days after advertisement for submission of expression of interest. কোন টেন্ডার-এর ইওআই জমাদানের সময় বিজ্ঞপ্তি প্রকাশের পর ১৪ দিনের কম সময় ছিল কি?	<input type="checkbox"/>	<input type="checkbox"/>	1=Yes, 2=No 1= হ্যাঁ, 2= না
11	If yes, how many? যদি হ্যাঁ হয়, তবে কতটি?	<input type="checkbox"/>	<input type="checkbox"/>	Number সংখ্যা
12	If yes, why? যদি হ্যাঁ হয়, তবে কেন? :..... :..... :.....			
13	Did you short-list less than four entities in invitations? কোন টেন্ডার-এ কি ৪টির কম প্রতিষ্ঠানকে সর্টলিস্ট করা হয়েছিল?		<input type="checkbox"/>	1=Yes, 2=No 1= হ্যাঁ, 2= না
14	If yes, how many? যদি হ্যাঁ হয়, তবে কয়টি?		<input type="checkbox"/>	Number সংখ্যা
15	If yes, why? যদি হ্যাঁ হয়, তবে কেন? :..... :..... :.....			
16	Did you short-list more than seven entities in any invitation? কোন টেন্ডার-এ কি ৭টির বেশি প্রতিষ্ঠানকে সর্টলিস্ট করা হয়েছিল?		<input type="checkbox"/>	1=Yes, 2=No 1= হ্যাঁ, 2= না
17	If yes, how many? যদি হ্যাঁ হয়, তবে কয়টি?		<input type="checkbox"/>	Number সংখ্যা
18	If yes, why? যদি হ্যাঁ হয়, তবে কেন? :..... :..... :.....			
19	Did you allow less than 28 days for submission of bid after issuance of RFP টেন্ডার প্রস্তাব জমাদানের জন্য চিঠি প্রেরণের পর ২৮ দিনের কম সময় দেওয়া হয়েছিল কি?	<input type="checkbox"/>	<input type="checkbox"/>	1=Yes, 2=No 1= হ্যাঁ, 2= না
20	If yes, how many? যদি হ্যাঁ হয়, তবে কয়টি দরপত্র?	<input type="checkbox"/>	<input type="checkbox"/>	Number সংখ্যা
21	If yes, why? যদি হ্যাঁ হয়, তবে কেন? :..... :..... :.....			

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22	Did you allow less than 14 days for submission of bid after issuance of RFP for single source selection/selection of individual consultants একমাত্র উৎস/ব্যক্তিগত পরামর্শক নির্বাচনের ক্ষেত্রে টেন্ডার প্রস্তাব জমাদানের জন্য চিঠি প্রেরণের পর ১৪ দিনের কম সময় দেওয়া হয়েছিল কি?	<input type="text"/>	<input type="text"/>	1=Yes, 2=No 1= হ্যাঁ, 2= না
23	If yes, how many? যদি হ্যাঁ হয়, তবে কয়টি টেন্ডার এ ?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
24	If yes, why? যদি হ্যাঁ হয়, তবে কেন? : : :			
25	How many tenders you could complete evaluation within validity period? টেন্ডার ভ্যালিডিটি সময় সীমার মধ্যে কয়টি টেন্ডার এর মূল্যায়ন সম্পন্ন হয়েছিল?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
26	Number of tenderers purchased tender documents কয়টি প্রতিষ্ঠান দরপত্র ক্রয় করেছিল তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
27	Number of tenderers submitted tenders কয়টি প্রতিষ্ঠান দরপত্র জমাদিয়েছিল তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
28	Number of tenders TOC included at least one member from TEC যে কয়টি দরপত্র খোঁশার কমিটিতে কমপক্ষে একজন মূল্যায়ন কমিটির সদস্য ছিল তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
29	Number of Tenders TEC formed by Contract Approving Authority চুক্তি অনুমোদনকারী কর্তৃপক্ষ কর্তৃক দরপত্র মূল্যায়ন কমিটি গঠন করা হয়েছে এমন টেন্ডারের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
30	Number of tenders TEC included two external members outside the procuring entity আপনার প্রতিষ্ঠানে কতটি টেন্ডারের TEC তে বাহিরের দুই সদস্য ছিল?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
31	Average number of days between tender opening and completion of evaluation দরপত্র খোঁশা ও মূল্যায়ন সম্পন্ন হওয়ার গড় দিন	<input type="text"/>	<input type="text"/>	Number সংখ্যা
32	Number of tender evaluation has been completed within timeline সময় সীমার মধ্যে দরপত্র মূল্যায়ন সম্পন্ন হওয়া দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
33	Number of responsive tenders সবদিক বিবেচনায় সঠিক বলে পাওয়া দরপত্রের সংখ্যা?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
34	Number of tenders TEC recommended re-tendering দরপত্র মূল্যায়ন কমিটি কর্তৃক পুন দরপত্র আহবানের সুপারিশ করা দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
35	Number of tenders the tendering process was cancelled মোট বাতিল হওয়া দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
36	Average number of days taken between submission of Tender Evaluation and approval of contract টেন্ডার মূল্যায়ন ও অনুমোদনের মধ্যে গড় দিনের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা

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37	Number of tenders approved by the proper financial delegated authority আর্থিক অনুমোদন করতে পারে এমন কর্তৃপক্ষ দ্বারা অনুমোদিত দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
38	Number of tenders TEC submitted report directly to the contract approving authority কর্তৃপক্ষ দরপত্রের মূল্যায়ন রিপোর্ট দরপত্র মূল্যায়ন বাকি TEC চুক্তি অনুমোদনকারী কর্তৃপক্ষের নিকট সরাসরি জমা দিয়েছে?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
39	Number of tenders contract award decision made within timeline by Contract Approving Authority সময় সীমার মধ্যে চুক্তি অনুমোদন কর্তৃপক্ষ কর্তৃক চুক্তি অনুমোদনের সিদ্ধান্ত প্রদান করেছে তার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
40	Number of tenders TER reviewed by person/committee other than the Contract Approving Authority চুক্তি অনুমোদন করতে পারে এমন কর্তৃপক্ষ ছাড়া করা দরপত্র ব্যক্তি/কমিটি কর্তৃক পুনরীক্ষণ করা হয়েছে	<input type="text"/>	<input type="text"/>	Number সংখ্যা
41	Number of tenders approved by higher tier than the Contract Approving Authority চুক্তিপত্র অনুমোদন করতে পারে এমন কর্তৃপক্ষের উপরের স্তরের কর্তৃপক্ষ দ্বারা অনুমোদনকৃত দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
42	Average number of days between final approval and Notification of Award (NOA) চূড়ান্ত অনুমোদন ও চুক্তিপত্রের জন্য চিঠি প্রেরণের মধ্যে গড় সময় (দিন)	<input type="text"/>	<input type="text"/>	Number সংখ্যা
43	Average number of days between tender opening and Notification of Award (NOA) দরপত্র খোলা ও চুক্তিপত্রের জন্য চিঠি প্রেরণের মধ্যে গড় সময় (দিন)	<input type="text"/>	<input type="text"/>	Number সংখ্যা
44	Average number of days between Invitation for Tender (IFT) and Notification of Award দরপত্র আহবান ও চুক্তিপত্রের জন্য চিঠি প্রেরণের মধ্যে গড় সময় (দিন)	<input type="text"/>	<input type="text"/>	Number সংখ্যা
45	Number of Contract awards published in CPTU's website সিপিটিইউ ওয়েব সাইটে চুক্তিপত্র ছাপা হওয়ার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
46	Number of contract awarded within initial tender validity period প্রথমবার নির্ধারিত সময়সীমার মধ্যে চুক্তি সম্পাদনের দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
47	Number of Contracts completed/delivered within the original schedule as mentioned in Contract মূল সময়ের মধ্যে কাজ সম্পন্ন হওয়া দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
48	Number of Contracts having liquidated damage imposed for delayed delivery/completion দেরিতে কাজ সম্পন্ন হওয়ার জন্য জরিমানা করা হয়েছে এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
49	Whether procurement activities under all tenders were completed in full বিক্রয়িত সকল টেন্ডারের সকল কাজ সম্পূর্ণরূপে শেষ হয়েছিল কি?	<input type="text"/>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না
	If yes, number of such completed tender উত্তর হ্যাঁ হলে সকল কাজ সম্পূর্ণরূপে গ্রহণযোগ্যভাবে শেষ হওয়া দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা

50	Average number of days taken to release payment পাওনা পরিশোধের গড় সময় (দিন)	<input type="text"/>	<input type="text"/>	Number সংখ্যা
51	Number of tenders with delayed payment দেরিতে পাওনা পরিশোধ হয়েছে এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
52	Number of Contracts where interest for delayed payments was made দেরিতে পাওনা পরিশোধের জন্য সুদ দিতে হয়েছে এমন চুক্তির সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
53	Number of tenders with complaints দরপত্রে অভিযোগ ছিল এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
54	Number of tenders modified due to complaints অভিযোগের পরিপ্রেক্ষিতে দরপত্রে পরিবর্তন আনা হয়েছিল এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
55	Total number of complaints received? প্রাপ্ত অভিযোগের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
56	Number of tenders where complaints were resolved দরপত্রের অভিযোগ নিষ্পত্তি করা হয়েছে এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
57	Number of tenders where review panel's decision was upheld পুনরীক্ষন কর্তৃপক্ষের সিদ্ধান্ত রাখা/মানা হয়েছে এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
58	Total number of contracts concluded সম্পাদিত মোট চুক্তির সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
59	Number of contract made amendments/variations সংশোধন/পরিবর্তন করা চুক্তির সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
60	Number of Contracts with unresolved disputes অসম্পূর্ণ বিতর্কসহ চুক্তি সম্পাদনের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
61	Number of tenders where fraud and corruption (F&C) were detected প্রতারণা ও দুর্নীতি পাওয়া গিয়েছে এমন দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
62	Number of trained procurement staff in procuring entity আপনার প্রতিষ্ঠানে ক্রয়ের উপর প্রশিক্ষণ প্রাপ্ত জনবলের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
63	Number of tenders in Open Tender Method (OTM) উন্মুক্ত পদ্ধতি দরপত্র আহ্বানের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
64	Number of tenders in Request for Quotation (RFQ) উন্মুক্ত/খোলা বাজারে বা কাছে প্রাপ্ত মালামাল থেকে ক্রয় করার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
65	Number of tenders in Direct Procurement Method (DPM) সরাসরি একক উৎস থেকে ক্রয় করা দরপত্রের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
66	Number of tenders in Limited Tendering Method সীমিত সংখ্যক প্রতিষ্ঠানের নিকট থেকে ক্রয় করার সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা

67 Number of consultants selected as per following methods:

Quality and Cost Based Selection (QCBS)	গুনগতমান ও দরের ভিত্তিতে ক্রয়
Least Cost Selection (LCS)	ন্যূনতম দামে নির্বাচন
Selection under a Fixed Budget (SFB)	নির্দিষ্ট দামের দরপত্র নির্বাচন
Single Source Selection (SSS)	একক উৎস নির্বাচন
Selection of Individual Consultant (SIC)	ব্যক্তিগতিক পরামর্শক নির্বাচন
Selection amongst Community Services Organizations (CSO)	নির্দিষ্ট কমিউনিটি সার্ভিস প্রতিষ্ঠানের মধ্য থেকে নির্বাচন


Number সংখ্যা  
Number সংখ্যা  
Number সংখ্যা  
Number সংখ্যা  
Number সংখ্যা  
Number সংখ্যা

\*68 Do you think any special communications or social mobilizations activities need to be taken to popularize and implement the PPR  
আপনি কি মনে করেন পিপিআর জনপ্রিয় করতে বিশেষ যোগাযোগ বা সামাজিক কর্মকাণ্ডের বিশেষ ব্যবস্থা গ্রহণ করা দরকার  
If yes, for whom programs should be undertaken?  
যদি হ্যাঁ হয়, তবে কাদের জন্য করতে হবে

1 = Yes, 2 = No  
1= হ্যাঁ, 2= না

Policy makers	নীতি নির্ধারকগণ	
MP/Ministers	সংসদ সদস্য/মন্ত্রী	
Development and donor agencies	উন্নয়ন ও দাতা সংস্থা	
Procuring entities	ক্রয় করে এমন প্রতিষ্ঠান	
Bidders/business community	দরপত্র দাতা ও ব্যবসায়ীগণ	
Civil society	নাগরিক সমাজ	
Media	মিডিয়া	
General public	সাধারণ জনগণ	


1=Yes, 2=No  
1=Yes, 2=No  
1=Yes, 2=No  
1=Yes, 2=No  
1=Yes, 2=No  
1=Yes, 2=No  
1=Yes, 2=No  
1= হ্যাঁ, 2= না

\*69 What special communication interventions do you suggest for the target audiences below?  
আপনার মতে নিম্নের কোন গ্রুপের জন্য কোন ধরনের বিশেষ প্রোগ্রাম করা যেতে পারে:

গ্রুপ	প্রোগ্রামের ধরন					
Policy makers	নীতি নির্ধারকগণ					
MP/Ministers	সংসদ সদস্য/মন্ত্রী					
Development and donor agencies	উন্নয়ন ও দাতা সংস্থা					
Procuring entities	ক্রয় কর্তৃপক্ষ					
Bidders/business community	দরপত্র দাতা ও ব্যবসায়ীগণ					
Civil society	নাগরিক সমাজ					
Media	মিডিয়া					
General public	সাধারণ জনগণ					

1=শিক্ষক প্রদান  
2=মিডিয়া প্রচার  
3=পোস্টার বিতরণ  
4=লিফলেট  
5=সামাজিক সমাবেশ  
6=বিলবোর্ড  
7=অন্যান্য (উল্লেখ করুন)

7নম্বর থাকলে উল্লেখ করুন -----

\*70 What special communication materials do you think are needed to popularize and implement the PPR?  
পিপিআর জনপ্রিয় ও বাস্তবায়ন করতে কি কি বিশেষ সামগ্রী দরকার

1=Poster পোস্টার  
2=Brochure পুস্তিকা  
3=Leaflet লিফলেট  
4=Others (Specify)  
অন্যান্য (উল্লেখ করুন)

\*71 What communication and media would you suggest to use?  
কোন কোন যোগাযোগ মাধ্যম ব্যবহার করতে আপনি পরামর্শ দেন

1=Newspaper  
2=Radio,3=TV  
4=Electronic  
5=Poster  
6=Bill board  
7=Others (Specify)

<p>*72 Have you ever received any training on public procurement? আপনি সরকারি ক্রয়ের উপর কোন প্রশিক্ষণ গ্রহণ করেছেন কি?</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>*73 If yes, from which organization(s) যদি হ্যাঁ হয় তবে কোন প্রতিষ্ঠান থেকে?</p>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<p>1 = CPTU 2=your organization আপনার প্রতিষ্ঠান 3=Training institutions প্রশিক্ষণ প্রতিষ্ঠান 4=Donor দাতা সংস্থা 5=Others অন্যান্য (উল্লেখ করুন)</p>
<p>*74 In your assessment what are the advantages of PPRP আপনার মতে নতুন সরকারি ক্রয় নীতিমালায় সুবিধাসমূহ</p>		
<p>(a) It is more accountable than previous procurement system পূর্বের ক্রয় পদ্ধতির চেয়ে নতুন পদ্ধতি বেশি জবাবদিহিমূলক।</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(b) It is helpful to reduce corruption এই পদ্ধতি দুর্নীতি কমাতে সহায়ক</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(c) It is helpful to reduce fraud এই পদ্ধতি প্রতারণা কমাতে সহায়ক</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(d) In the present procurement system tender document is more clear and transparent বর্তমান ক্রয় পদ্ধতিতে টেন্ডার ডকুমেন্ট অধিকতর পরিষ্কার এবং স্বচ্ছ।</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(e) It is less ambiguous than earlier system? আগের তুলনায় বর্তমান টেন্ডার ডকুমেন্টে কম অস্পষ্টতা রয়েছে</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(f) Terms and conditions are comprehensive and unbiased টেন্ডার শর্তসমূহ বিস্তারিত ও পক্ষপাতহীন</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(g) Evaluation criteria are set, that is good for transparency মূল্যায়ন পদ্ধতি ঠিক করা, যা স্বচ্ছতার জন্য ভাল</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(h) There is scope for submission in multiple locations দরপত্র বিভিন্ন স্থানে জমা দেওয়া যায়</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(i) There is system of electronic submission e-mail or electronic পদ্ধতিতে দরপত্র জমা দেওয়া যায়</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(j) Bid evaluation is easier and time saving টেন্ডার প্রস্তাব মূল্যায়ন সহজতর এবং সময় সাশ্রয়ী</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(k) Decision making is faster দ্রুত সিদ্ধান্ত গ্রহণ করা যায়</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(l) Decision is transparent সিদ্ধান্ত গ্রহণে স্বচ্ছতা</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(m) New system is helpful for ensuring best value of money নতুন পদ্ধতি বাহার মাধ্যমে সঠিক মূল্যে সবচেয়ে ভাল কাজ পাওয়া যায়</p>	<input type="checkbox"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>

(n) Contract document is comprehensive and ensures interest of both parties

চুক্তিপত্র অনেক বিস্তারিত এবং উভয় পক্ষের স্বার্থ নিশ্চিত করে

1 = Yes, 2 = No  
1= হ্যাঁ, 2= না

(o) In the new procurement system there is less incidence of legal complications debacle

নতুন ক্রয় পদ্ধতিতে অনেক কম আইনি জটিলতা হয়

1 = Yes, 2 = No  
1= হ্যাঁ, 2= না

(p) Ensures fair competition

সুস্থ প্রতিযোগিতা নিশ্চিত করে

1 = Yes, 2 = No  
1= হ্যাঁ, 2= না

\*75 What are your suggestions to improve new procurement system?

নতুন ক্রয় পদ্ধতি উন্নয়নের জন্য আপনার পরামর্শ কী?

:.....  
:.....  
:.....

Signature :.....  
Name of Field Investigator :.....  
Date :.....

Signature :.....  
Name of Respondent :.....  
Date :.....  
Name of organization:.....  
Address :.....

**Eusuf and Associates  
Impact Evaluation Study of Public Procurement Reform Project  
Questionnaire for Bidders  
Set-2**

Schedule No.  Date of Interview   
 সিডিউল নং বাহা অফিস থেকে দেওয়া হয়েছে  
 Name of Respondent..... Phone No.   
 উত্তরদাতার নাম ফোন নং-  
 Name of Firm: .....  
 প্রতিষ্ঠানের নাম  
 Location: .....  
 ঠিকানা  
 District: ..... Road: .....  
 জেলা রাস্তা

1. Category of Bidder:  
প্রতিষ্ঠানের ধরন


1 = Bidder of goods  
মালামাল সরবরাহ করা  
 2 = Bidder of works  
নির্মাণ প্রতিষ্ঠান  
 3 = Bidder of services  
সেবা/পরামর্শ প্রতিষ্ঠান

2. Year of establishment of your firm  
প্রতিষ্ঠানের প্রতিষ্ঠার বৎসর

Year সাল

3. In which major public sector agencies your firm work  
সরকারী যে সব প্রতিষ্ঠানে কাজ করেন

Agency	Year
RHD	
BREB	
LGED	
BWDB	

Others

অন্যান্য হলে নাম লিখুন এবং বছর লিখুন

Name	

4. Are you aware of the changes of public procurement system from 2002-2003 and introduction of new public procurement system?  
২০০২-২০০৩ সাল থেকে ক্রয় পদ্ধতিতে যে পরিবর্তন হয়েছে এবং নতুন ক্রয় পদ্ধতি চালু হয়েছে আপনি কি তা অবগত?

1 = Yes, 2 = No  
1= হ্যাঁ, 2= না

5. How many tenders you have participated in last one year?  
গত একবছরে আপনি কয়টি টেন্ডারে অংশ গ্রহণ করেছেন।  
(যতগুলি সিদ্ধান্ত হয়েছে শুধু সেইগুলির ব্যাখ্যা)

Number  
সংখ্যা

6. How many of these tenders submitted you own the contract during last one year?  
যতগুলি টেন্ডারে অংশগ্রহণ করেছেন তার মধ্যে যতগুলি আপনি কৃতকার্য হয়েছেন তার সংখ্যা

Number  
সংখ্যা



<p>*7. Whether all these organizations you worked follow the new procurement system? আপনি যে সব সরকারী প্রতিষ্ঠানে কাজ করেন সবগুলি প্রতিষ্ঠানই কি নতুন ক্রয় পদ্ধতি অনুসরণ করে?</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>*8. Did you find any difficulty in following new procurement system for preparation and submission of tender? নতুন পদ্ধতিতে টেন্ডার তৈরী ও জমাদানে আপনি কি কোন অসুবিধার সম্মুখীন হয়েছেন?</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>*9. In your assessment please compare present procurement system with the earlier procurement system. আপনার বিবেচনায় আগের ক্রয় পদ্ধতির সাথে নতুন ক্রয় পদ্ধতি তুলনা করুন</p>		
<p>(a) As it is casketed, tender document can be made quicker without difficulty সবকিছু নির্ধারিত থাকায় টেন্ডারের কাগজপত্র তেমন অসুবিধা ছাড়াই দ্রুত তৈরী করা যায়।</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(b) In the present procurement system tender document is more clear and transparent বর্তমান ক্রয় পদ্ধতিতে টেন্ডার ডকুমেন্ট অধিকতর পরিষ্কার এবং স্বচ্ছ।</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(c) It is less ambiguous than earlier system? আগের তুলনায় বর্তমান টেন্ডার ডকুমেন্টে কম অস্পষ্টতা রয়েছে</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(d) Terms and conditions are comprehensive and unbiased টেন্ডার শর্তসমূহ বিস্তারিত ও পক্ষপাতহীন</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(e) Evaluation criteria are set, that is good for transparency মূল্যায়ন পদ্ধতি ঠিক করা, যাহা স্বচ্ছতার জন্য ভাল</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(f) There is scope for submission in multiple locations দরপত্র বিভিন্ন স্থানে জমা দেওয়া যায়</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(g) There is system of electronic submission e-mail or electronic পদ্ধতিতে দরপত্র জমা দেওয়া যায়</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(h) Bid evaluation is easier and time saving টেন্ডার প্রস্তাব মূল্যায়ন সহজতর এবং সময় সঞ্চয়ী</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(i) Decision making is faster দ্রুত সিদ্ধান্ত গ্রহণ করা যায়</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(j) Decision is transparent সিদ্ধান্ত গ্রহণে স্বচ্ছতা</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(k) Communication with the client is transparent মক্কেলের (client) সাথে যোগাযোগে স্বচ্ছতা</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(l) New system is helpful for ensuring best value of money নতুন পদ্ধতি বাহার মাধ্যমে সঠিক মূল্যে সবচেয়ে ভাল কাজ পাওয়া যায়</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>
<p>(m) Contract document is comprehensive and ensures interest of both parties চুক্তিপত্র অনেক বিস্তারিত এবং উভয় পক্ষের স্বার্থ নিশ্চিত করে</p>	<input type="text"/>	<p>1 = Yes, 2 = No 1= হ্যাঁ, 2= না</p>

<p>(n) In the new procurement system there is less incidence of legal complications debacle নতুন ক্রয় পদ্ধতিতে অনেক কম আইনি জটিলতা হয়</p>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না																											
<p>(o) Total procurement time is less ক্রয় পদ্ধতিতে মোট সময়ের প্রয়োজন কম</p>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না																											
<p>(p) Ensures fair competition সুস্থ প্রতিযোগিতা নিশ্চিত করে</p>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না																											
<p>*10. Are you aware of e-Government Procurement (GP) system? আপনি কি e- government procurement (E-GP) পদ্ধতি সম্পর্কে অবগত?</p>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না																											
<p>11. If yes, how many tenders you participated through e-GP system in last one year? যদি হ্যাঁ হয়, আপনি গত এক বছরে কতটি ই-জিপি পদ্ধতিতে দরপত্রে অংশগ্রহণ করেছেন</p>	<input type="text"/>	Number সংখ্যা																											
<p>*12. Do you have sufficient facilities and skills to prepare and submit tender in e-GP system? আপনার প্রতিষ্ঠানে কি ই-জিপি পদ্ধতিতে টেন্ডার তৈরী এবং জমাদানের যথেষ্ট সুযোগ এবং দক্ষতা রয়েছে?</p>	<input type="text"/>	1 = Yes, 2 = No 1= হ্যাঁ, 2= না																											
<p>13. Media sources of invitation for tender (IFT) you participated in one year কোন মাধ্যমে প্রকাশিত বিজ্ঞাপনে আপনি এক বছরে কতটি টেন্ডারে অংশগ্রহণ করেছেন।</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th colspan="2" style="text-align: center;">During FY</th> </tr> <tr> <th style="width: 50%;">2002-03</th> <th style="width: 50%;">2012-13</th> </tr> </thead> <tbody> <tr> <td colspan="2" style="text-align: center;"><b>Media (মাধ্যম)</b></td> </tr> <tr> <td style="text-align: center;">Newspaper খবরের কাগজ</td> <td align="center"><input type="text"/></td> <td style="vertical-align: middle;">Number সংখ্যা</td> </tr> <tr> <td style="text-align: center;">CPTU Website সিপিটিইউ ওয়েব সাইট</td> <td align="center"><input type="text"/></td> <td style="vertical-align: middle;">Number সংখ্যা</td> </tr> <tr> <td style="text-align: center;">Direct invitation of client মক্কেল কর্তৃক সরাসরি আহবান</td> <td align="center"><input type="text"/></td> <td style="vertical-align: middle;">Number সংখ্যা</td> </tr> <tr> <td style="text-align: center;">e-GP Media ই-জিপি মাধ্যম</td> <td align="center"><input type="text"/></td> <td style="vertical-align: middle;">Number সংখ্যা</td> </tr> <tr> <td style="text-align: center;">14. Number of tenders allowed to submit in multiple locations you participated in one year কতটি টেন্ডারে এক বছরে একাধিক স্থানে জমাদানের সুযোগ ছিল</td> <td align="center"><input type="text"/></td> <td style="vertical-align: middle;">Number সংখ্যা</td> </tr> <tr> <td style="vertical-align: top;"> <p>*15. In your opinion if the time allowed for the following stages were sufficient? আপনার মতে নিম্নলিখিত স্তরগুলিতে নির্ধারিত সময় কি পর্যাপ্ত ?</p> </td> <td align="center" style="vertical-align: middle;"><input type="text"/></td> <td style="vertical-align: middle;">1=Sufficient যথেষ্ট 2=In sufficient যথেষ্ট নয় 3=More than sufficient যথেষ্টের চেয়েও বেশি</td> </tr> <tr> <td style="vertical-align: top;"> <p>Days between publication of advertisement and submission বিজ্ঞাপ্ত প্রকাশ ও টেন্ডার জমাদানের মধ্যবর্তী সময়</p> </td> <td align="center" style="vertical-align: middle;"><input type="text"/></td> <td style="vertical-align: middle;">1=Sufficient যথেষ্ট 2=In sufficient যথেষ্ট নয় 3=More than sufficient যথেষ্টের চেয়েও বেশি</td> </tr> </tbody> </table>		During FY		2002-03	2012-13	<b>Media (মাধ্যম)</b>		Newspaper খবরের কাগজ	<input type="text"/>	Number সংখ্যা	CPTU Website সিপিটিইউ ওয়েব সাইট	<input type="text"/>	Number সংখ্যা	Direct invitation of client মক্কেল কর্তৃক সরাসরি আহবান	<input type="text"/>	Number সংখ্যা	e-GP Media ই-জিপি মাধ্যম	<input type="text"/>	Number সংখ্যা	14. Number of tenders allowed to submit in multiple locations you participated in one year কতটি টেন্ডারে এক বছরে একাধিক স্থানে জমাদানের সুযোগ ছিল	<input type="text"/>	Number সংখ্যা	<p>*15. In your opinion if the time allowed for the following stages were sufficient? আপনার মতে নিম্নলিখিত স্তরগুলিতে নির্ধারিত সময় কি পর্যাপ্ত ?</p>	<input type="text"/>	1=Sufficient যথেষ্ট 2=In sufficient যথেষ্ট নয় 3=More than sufficient যথেষ্টের চেয়েও বেশি	<p>Days between publication of advertisement and submission বিজ্ঞাপ্ত প্রকাশ ও টেন্ডার জমাদানের মধ্যবর্তী সময়</p>	<input type="text"/>	1=Sufficient যথেষ্ট 2=In sufficient যথেষ্ট নয় 3=More than sufficient যথেষ্টের চেয়েও বেশি
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Days between submission and notification of awards টেন্ডার জমাদানের সময় ও সিদ্ধান্ত জানিয়ে দেওয়া	<input type="text"/>	<input type="text"/>	1=Sufficient যথেষ্ট 2=In sufficient যথেষ্ট নয় 3=More than sufficient যথেষ্টের চেয়েও বেশি
16. How many of the unsuccessful tenders your was notified by the client the decision of evaluation result in one year এক বছরে কতগুলি অকৃতকার্বে টেন্ডার গুলির সিদ্ধান্ত মক্লেদ কর্তৃক জানানো হয়েছে	<input type="text"/>	<input type="text"/>	Number সংখ্যা
*17. Generally in your overall experience how prompt were the payment made to you by the client আপনার সার্বিক অভিজ্ঞতায় সাধারণত কত দ্রুত পাওনা পারিশোধ করা হয়	<input type="text"/>	<input type="text"/>	1=Quickly তাড়াতাড়ি 2=Reason time যুক্তিযুক্ত সময়ের মধ্যে 3=Late দেরিতে 4=Too late খুব দেরিতে
18. Number of experienced procurement staff in your organization আপনার প্রতিষ্ঠানে কয়েক অভিজ্ঞ লোকবলের সংখ্যা	<input type="text"/>	<input type="text"/>	Number সংখ্যা
19. How many of them received training on procurement? তাদের মধ্যে কতজনের ক্রয়ের উপর প্রশিক্ষণ রয়েছে?	<input type="text"/>	<input type="text"/>	Number সংখ্যা
*20. Do you agree that PPRP system, আপনি কি একমত যে, পিপিআরপি পদ্ধতি			
(a) Saves time সময় সঞ্চয়ী	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না
(b) Ensures transparency স্বচ্ছতা নিশ্চিত করে	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না
(c) Good for maintaining privacy গোপনীয়তা রক্ষার জন্য ভাল	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না
(d) Allows all bidders to participate without hindrance বাধা ছাড়া সকলের অংশগ্রহণ নিশ্চিত করে	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না
(e) May exclude a good bidder due to technical limitations কারিগরি সীমাবদ্ধতার জন্য অনেক ভাল দরদাতা বাদ পড়ে যেতে পারে	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না
(f) Better than paper based government procurement system কাগজ ব্যবহৃত ক্রয় পদ্ধতির চেয়ে ভাল	<input type="text"/>		1 = Yes, 2 = No 1= হ্যাঁ, 2= না

\*21. Do you have any suggestions for improvement of existing procurement system including e-GP system?

ই-জিপি পদ্ধতিসহ বর্তমান ক্রয় পদ্ধতি উন্নয়নের জন্য আপনার পরামর্শ কি?

.....  
.....  
.....

Signature :.....  
Name of Field Investigator :.....  
Date :.....

Signature :.....  
Name of Respondent :.....  
Date :.....

**Eusuf and Associates  
FGD Checklist**

1. Discuss among the participants the effects of PPRP, standard procurement process, document and training provided towards improvement of transparency, accountability and ensure value for money procurement and identify scope of further improvement
2. Discussion and assessment of effects of new procurement system including e-GP in positively changing mindset of officials involved in procurement
3. Assessment of adequacy and effectiveness of social campaign in raising social awareness and support for transparent and accountable procurement system
4. Discussion of e-GP and its effectiveness in reducing corruption and accelerating procurement process and suggest means for rapid expansion of its application
5. Discussion of strengths, weaknesses, opportunities and threats in the improved procurement process under PPRP
6. Sum up outcome of the discussion and recommendations

**Name of Sample District and Number of Respondents**

<b>Division</b>	<b>District</b>	<b>Officials</b>	<b>Bidders</b>	<b>Total</b>
Barisal	Barisal	8	8	16
	Bhola	8	8	16
Chittagong	Chittagong	6	8	14
	Rangamati	10	6	16
	Comilla	8	8	16
	Dhaka	12	8	20
	Gopalganj	8	9	17
	Kishoreganj	8	8	16
	Mankganj	8	6	14
Khulna	Khulna	8	9	17
	Jessore	8	8	16
Rajshahi	Rajshahi	8	8	16
	Bogra	8	8	16
Rangpur	Rangpur	8	8	16
	Dinajpur	8	8	16
Sylhet	Sylhet	8	8	16
<b>Sub-total</b>		<b>132</b>	<b>126</b>	<b>258</b>
<b>Subtotal for Dhaka</b>		<b>88</b>	<b>68</b>	<b>156</b>
<b>Total</b>		<b>220</b>	<b>194</b>	<b>414</b>

**Appendix III**

**List of Sample Ministries, Departments and Institutions and  
Respondents of Officers**

<b>Sl #</b>	<b>Name of Ministries, Departments and Institutions</b>	<b>Respondents</b>
1	Central Procurement Technical Unit (CPTU)	4
2	Ministry of Chittagong Hill Tracts Affairs	1
3	Directorate of Primary Education (DPE)	2
4	Bangladesh Rice Research Institute (BRRI)	2
5	Bangladesh Parjatan Corporation (BPC)	2
6	Directorate General of Food	2
7	Department of Social Services	2
8	Forest Department	2
9	Islamic Foundation	2
10	Directorate General Family Planning	2
11	Bangladesh Television	2
12	Bureau of Manpower, Employment and Training	2
13	Roads and Highways Division (RHD)	38
14	Bangladesh Water Development Board (BWDB)	34
15	Bangladesh Rural Electrification Board (BREB)	35
16	Local Government Engineering Department (LGED)	38
17	Bangladesh Agricultural Research Council (BARC)	4
18	Bangladesh Rural Development Board (BRDB)	6
19	Department of Agricultural Extension (DAE)	4
20	Directorate of Technical Education (DTE)	4
21	Education Engineering Department (EED)	4
22	Department of Environment (DoE)	4
23	Department of Fisheries (DoF)	4
24	Department of Livestock Services (DLS)	4
25	Directorate General of Health Services (DGHS)	4
26	Department of Youth Development (DYD)	4
27	Bangladesh Inland Water Transport Corporation (BIWTC)	4
28	Bangladesh Road Transport Corporation (BRTC)	4
	<b>Total</b>	<b>220</b>

**List of Sample Ministries, Departments and Institutions and  
Respondents of Bidders**

<b>Sl #</b>	<b>Name of Ministries, Departments and Institutions</b>	<b>Total</b>
1	Roads and Highways Division (RHD)	43
2	Bangladesh Water Development Board (BWDB)	35
3	Bangladesh Rural Electrification Board (BREB)	35
4	Local Government Engineering Department (LGED)	42
5	Bangladesh Agricultural Research Council (BARC)	4
6	Department of Agricultural Extension (DAE)	4
7	Directorate of Technical Education (DTE)	4
8	Education Engineering Department (EED)	2
9	Department of Environment (DoE)	4
10	Department of Fisheries (DoF)	2
11	Department of Livestock Services (DLS)	4
12	Directorate General of Health Services (DGHS)	4
13	Department of Youth Development (DYD)	4
14	Bangladesh Inland Water Transport Corporation (BIWTC)	3
15	Bangladesh Road Transport Corporation (BRTC)	4
	<b>Total</b>	<b>194</b>





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*[a consulting firm of the professionals]*

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