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# **Monitoring Mechanism and Tools for Procurement Cycle of National MNCH Programme**

**Volume I: Assessment of NMNCHP Procurement Systems**

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## **ACKNOWLEDGEMENT**

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**Islamabad**

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## **PREFACE**

The National Maternal Newborn and Child Health Programme (NMNCHP) was initiated by the Ministry of Health, Government of Pakistan, for responding to two concerns: the health needs of mothers and children; and achieving some of the health Millennium Development Goals. It is based on the national MNCH strategy framework developed in 2005 and is supported not only by the Government of Pakistan, but also by a number of Pakistan's development partners, including the relevant agencies of United Nations.

The MNCH Programme was started in 2007 with procurement of goods and services as its critical activity. The Project document envisages that the Programme would use the rules framed by the Government of Pakistan under Public Procurement Rules – 2004 (PPR-2004). The Programme PC-1 made the Federal MNCH Programme unit responsible for entering into centralized, country-wide rate contracts for procurement of goods and equipment. The provincial / regional Programme units were independently procuring services and contracting for civil works.

Ab initio, it was emphasised that delayed or incomplete activities in the procurement cycle would affect the performance of other components at all levels of the Programme. To ensure that goods and services were acquired in an economical, efficient and transparent manner, the need for a systematic and sustainable monitoring mechanism was realised.

During the procurement capacity assessment carried out in October 2009, it was observed that this practice was not being followed and the provinces were engaging in independently procuring goods and routine services using provincial procurement rules. One of the major gaps identified was the unavailability of proper mechanism and tools for monitoring the procurement cycle at each stage which was adversely affecting the entire cycle. This resulted in variations in specifications, bidding processes, inspection and quality control, accountability, storage, distribution and feedback.

Thus, a need for designing and implementing a monitoring system has been realised. Such a system is being provided by the governments of the United Kingdom and Australia through a technical assistance facility available to the government of Pakistan. Technical assistance is offered in two ways: assessing the existing systems being used and culminating the design of the toolkit and its implementation strategy; and implementing the system and training staff to administer and use the system efficiently.

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## **ACRONYMS**

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BLI	Baseline Indicators
CIDA	Canadian International Development Agency
DAC	Development Advisory Committee
DFID	Department for International Development
DoH	Department of Health
FATA	Federally Administered Tribal Areas
FIDIC	Fédération Internationale des Ingénieurs-Conseils (International Federation of Consulting Engineers)
GB	Gilgit-Baltistan
GTZ	Deutsche Gessellschaft für Technische Zusammenarbeit (GTZ)
KP	Khyber Pakhtunkhwa
MoH	Ministry of Health
MBD	Master Bidding Documents
MDB	Multi-lateral Development Bank
NMNCHP	National Maternal, Newborn and Child Health Programme
NORAD	Norwegian Agency for Development Cooperation
OECD	Organisation for Economic Cooperation and Development
ODA	Official Development Assistance
PMV	Procurement Monitoring and Verification
PPRA	Public Procurement Regulatory Authority
PPR 2004	Public Procurement Rules, 2004
SBD	Standard Bidding Document
TA	Technical Assistance
TRF	Technical Resource Facility
UNCITRAL	United Nations Commission on International Trade Law
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

## **EXECUTIVE SUMMARY**

1 The assessment was originally designed as a field-based effort ensuring that the information collected would be conducive to an assessment of the procedures, systems and mechanisms employed and through interviews, of both endogenous and exogenous senior officials, provide insight into the needs for feedback through a monitoring system.

2 Unfortunately exogenous circumstances required that this be based on a questionnaire approach with information to be provided by the procurement staff of the various Programme Offices.

3 This has resulted in an assessment limited to systems and procedures and excludes performance appraisal which would have enriched the subsequent development of the monitoring toolkit and its mechanisms.

4 The conclusions of the assessment are:

- a) A field visit was not possible therefore the information provided suffers from a lack of consistency in understanding. The assessment is, therefore, limited in its scope and the results are not conclusive;
- b) The information provided appears to be contradictory casting doubts on its veracity;
- c) Annual procurement plans have not been prepared;
- d) No procurement register has been maintained;
- e) The responsibility for actions and decision-making is unclear;
- f) There appears to be no standardised system or procedure available in a written form with the result that there are substantial variations in procedures, timelines and understanding;
- g) Fragmentation in procurement is not considered to be an anomaly;
- h) Transparency is severely restricted;
- i) Knowledge of public procurement rules and the existence of guidelines and standard bidding documents is rare and at best rudimentary;
- j) Evaluation criteria are specific to each procurement and are not standardised across agencies;
- k) Untrained staff, mostly junior or support staff is undertaking the activity on an additional charge basis and is totally unaware of the ramifications of procurement. Knowledge of rules and norms is largely absent and where it does exist it is rudimentary;

- l) The position of specialist qualified procurement staff does not exist as the PC-1 did not create these;
  - m) The centralised rate contracts for medicines, equipment and supplies were not entered till early to mid 2010. This resulted in a financial loss of an undetermined amount as price advantages due to economies of scale were not availed;
  - n) The Provincial Units are following instructions / rules issued by their respective health authorities. The interaction between the Programme staff and the provincial centralised procurement committees is unclear. As a consequence these transactions are opaque for the Programme and the staff engaged in the procurement process;
  - o) As no annual procurement plans are prepared, and no ex-ante decisions of procurement methods prevail, fragmented procurement is a common feature across the Units. This results in the diseconomies of scale, the possibility of feeding vested interests, cartelisation among suppliers, and non-adherence to the principles of value for money;
  - p) Since the Programme is a federal programme, the PPR-2004 should have been adhered to. A stringent audit would reveal some, if not most, procurements falling within the “mis-procurement” stigma,
  - q) Electronically advertising procurement opportunities is rare;
  - r) Results are not advertised on the mandated websites,
  - s) Dispute resolution mechanisms and forums do not exist.
- 5 The recommendations emanating from the conclusions are:

### **Institutional**

- i. Create the position of Procurement Officer at a senior level (BPS-18) requiring the incumbent to have a post-graduate qualification in Procurement or Business Administration with at least eight years of experience in Procurement and Contract Management.
- ii. Appoint Procurement Officers in each of the Programme offices.
- iii. Ensure active and meaningful involvement of Programme procurement staff according to the centralised procurement requirements of Federal and Provincial governments.

- iv. Select Procurement and Bid Evaluation Committees' members from amongst the staff of each of the Programme offices.

### **Systemic**

- i. Ensure adherence to relevant Public Procurement Rules in each of the Programme Units.
- ii. Ensure the use of the Manual of Standard Operating Procedures prepared by the MoH by all Programme offices.
- iii. Develop and indigenise Standard Bidding Documents (SBDs) for goods, works and services, including professional services and technical assistance.
- iv. Ensure the preparation of Annual Procurement Plans within the framework of the Medium Term Development / Budget Framework and their adherence to annual budget allocations.
- v. Ensure the posting of Annual Procurement Plans and notices of procurement opportunities on mandated websites.
- vi. Establish inter-office standard timelines for each activity based on exogenous experience, and if required, time and motion studies.
- vii. Ensure the preparation and maintenance of Procurement Registers.
- viii. Ensure announcement of contract awards on mandated websites.
- ix. Ensure the implementation of monitoring mechanisms to ensure efficiency and effectiveness in procurement and contract management.
- x. Develop, institute and implement conflict resolution mechanisms which adhere to international practices.

### **Human Resource Development**

- i. Develop and implement a training programme for all staff to create awareness of the importance of procurement in programme management.
- ii. Using the services of PPRA or consultants, institute an HRD programme for development of skills in procurement for both senior and mid-level staff of the Programme.
- iii. Engage consultants in training staff in contract management.









**PART ONE**  
**INTRODUCTORY**



## **CHAPTER 1**

### **1.1 Introduction**

The Ministry of Health (MoH), Government of Pakistan has established the National Maternal Newborn and Child Health Programme (NMNCHP) for responding to the health needs of the mothers and children, and achieving the millennium development goals No. 4 and 5 (MDG 4 & 5). The programmatic direction is drawn from the national MNCH strategy framework developed in 2005. The Programme is also supported by a number of the development partners and United Nations agencies. The Technical Resource Facility (TRF) aided by the UK Department for International Development (DFID) and the Australian Agency for International Development (AusAID) supports improvements in the policies, strategies and systems. By initially focusing on the National MNCH Programme, it also aims to help build the capacity of government functionaries at federal, provincial and district levels by providing strategic technical assistance. The purpose of the TRF is to help the government achieve its goal of improving people's access to quality healthcare services thereby improving their health, with focus on poor people and marginalised groups.

### **1.2 Background**

The National MNCH Programme was started in 2007 and procurement of goods, works and services is a critical component of the Programme. The PC-1 states that procurement would be in accordance with rules framed by the Government of Pakistan under Public Procurement Rules, 2004 (PPR-2004), and that the federal MNCH Programme would be responsible for negotiating and contracting rates for goods and equipment specified in the PC-1 document. The provincial and regional offices would be responsible for negotiating and contracting for all other items.

Further, the Ministries of Health and Population Welfare, through TA from DFID, have prepared a set of Standard Operating Procedures which are to be used, mandatorily, by all agencies and projects of the Ministry. The PPR-2004 do not have either a set of explanatory guidelines or a manual of standard operating procedures, and, has therefore implicitly allowed the discretionary use of systems and procedures which can vary from organisation to organisation and even within organisations from project to project, with the caveat that they must essentially conform to the spirit of the rules.

Given the plurality of available systems and instructions, one issue that needs to be addressed is which rules are being followed by the MNCHP. Further, as there is a reported diversion from the agreed modalities for procurement within the DFID financed MNCH

project, the question that begs an answer is: why is this so? Is it the lack of information or just a deliberate attempt to circumvent the agreement?

An assessment of the Programme's procurement capacity was undertaken in October 2009 by TRF. The assessment found that this practice is not being followed and the provinces are engaging in procurement of goods and routine services on their own, while using provincial procurement rules. It was also observed that there were substantial delays in procurement and extensive variations in the systems and procedures provided for in the PPR-2004. Another major gap identified in the assessment was the non-availability of a proper mechanism and tools for monitoring each step of the procurement cycle. It concluded that the procurement activities were compromising transparency and efficiency and resulted in the absence of uniformity in specifications, bidding processes, inspections and quality control, accountability, storage, distribution and feedback. The assessment also concluded that to ensure accuracy, transparency and accountability in the MNCH procurement system, a systematic and sustainable mechanism for monitoring of each activity of the procurement cycle is required. It suggested that technical assistance (TA) should be provided to develop a systematic mechanism and tools for effective monitoring and evaluation of each component of procurement cycle of MNCH Programme and devise strategies for proper implementation of these tools to strengthen the procurement system at federal and provincial levels of the Programme. This was made part of the first TRF work plan and was approved by the Federal Executive Committee in its meeting held on 12 February 2010.

This report is the outcome of the approved TA.

### **1.3 Terms of Reference**

#### **1.3.1 Objectives**

The major objective of this TA is to ensure sustainability, accuracy, transparency and accountability in all procurements in order to strengthen the procurement system of MNCH at all levels through continuous and effective monitoring while using systematic tools for each activity of the procurement cycle. These tools will work as checklists for external monitors and programme management at different stages of the procurement process. The output indicators / information will then be used for developing strategies to strengthening the procurement system of the Programme.

#### **1.3.2 Scope of Work**

The TA consists of two parts. The first part is the assessment of the procurement systems and processes used by the NMCHP since its inception. This includes a review of literature

to compare systems used with those used in vogue, particularly, in the health sector, and more generally, with the internationally accepted good practices. Since the aim of the TA is to increase transparency and efficiency in the procurement cycle through dynamic monitoring, it also includes an assessment of the procurement activities to identify gaps and the critical junctures. The final stage is to develop and strategise implementation of the monitoring tools and mechanism.

### **1.3.3 Activities**

At the onset, the assignment was designed to undertake the following activities for accomplishing the objectives and scope of work:

1. Study and review the relevant literature that is, the MNCH procurement capacity assessment report, procurement procedures of MNCH programme, the programme's PC-1 and procurement related material.
2. Prepare the work plan for the TA assignment in response to the terms of reference providing an understanding of the assignment, the implementation arrangement and the key deliverables.
3. Review the procurement and supply chain management systems and compare with the monitoring mechanism and tools of other health sector development projects, like the LHW Programme and National TB Control Programme, in order to determine if there is need for adaptation and improvement.
4. Share the work plan with the TRF and NMNCHP in a meeting and incorporate their comments / feedback.
5. Conduct a desk review and field visits / meetings to the MNCHP at the federal and provincial level to assess and evaluate the procurement and supply chain management system of the Programme. This review will be carried out and documented based on step by step and in-depth existing procurement procedures being followed at federal and provincial MNCH programmes level to assess the applicability and impact of the Public Procurement Rules, identify gaps / bottleneck in the system and suggest improvements where necessary.

Following are the main areas of procurement cycle that need to be reviewed at the federal and provincial levels:

#### **a. Identify Requirement (Planning / Forecasting)**

Date of commencement of procurement process for each financial year, forecasting procedures, information about pipeline and in-hand stocks, methodologies for

collection of data, compilation of data, preparation of procurement plan with date identification for each activity, responsibilities, quantities and budget estimates.

**b. Specification**

Availability of well defined and detailed generic specifications of each item; uniformity in the specifications; whether the available specifications meet the user as well as, budget requirements and do not favour any single contractor or supplier nor put others at a disadvantage, pursuing a value for money policy.

**c. Competition**

Methods of advertisement, response time for submission of bids, methods of procurement, selection methods, fair and unbiased competition among all the eligible bidders, bid documents.

**d. Assessment / Bids Evaluation**

Procedures for opening of technical and financial bids, evaluation criteria, bidder appraisal, bid security, bid validity, procedures for firm's inspection, notification of committees for evaluation of technical and financial bids.

**e. Clarification on Bids**

Procedures for getting clarification from bidders on their bids, pre-bid conference, sources of communication with the bidders, record of communication.

**f. Award of Contract**

Grounds for rejection and acceptance of bids, procedures for serving notices to the bidders for rejection and acceptance of their bids, re-bidding with *revise* specifications, sources for announcement of evaluation report, negotiations, contract format, performance guaranty, vetting of contract document, signing of contract.

**g. Management**

Pre and post delivery inspection, quality control mechanism, inventory control system, supply chain management, warehousing, distribution to the end users, maintenance of record of procurement proceedings, redressal of grievances and settlement of disputes, constitution of complaints committee, procedures and method of arbitration.

**h. Closure of Contract**

Procedures for evaluating supplier's performance; payments to the suppliers

#### **i. Feedback**

Feedback from the end users, reporting system, reflection of procurement and logistics information in the monthly progress reports, utilisation data, and performance based indicators.

6. Share the assessment report with the TRF and Programme's relevant staff and incorporating the comments / feedback in the report; where required.
7. Based on the assessment report, develop result oriented monitoring mechanisms and tools for each activity of procurement cycle of MNCH Programme.
8. Develop action plan for effective implementation of these tools at federal and provincial / regional level of the Programme.
9. Conduct a presentation of monitoring tools and strategy for review of TRF and MNCH Programme.
10. Conduct a presentation of final tools and strategy in the shape of report for endorsement.

#### **1.4 Structure of the Report**

This Report consists of four parts.

- The first is the introductory - Chapter One includes the introduction, the background, and the terms of reference; Chapter Two sets out the methodology proposed and the changes which were made due to the situation on the ground; and Chapter Three sets out the agreed work plan and a commentary on the changes which have occurred due to the on-ground situation during the course of the study.
- The second is the Desk Review which includes the review of literature and a summary of the lessons learnt.
- The third is an Analysis of the field review presented in a series of chapters for each of the eight programme offices and which is then synthesised to present the national picture in a stand-alone chapter.
- The fourth contains the conclusions drawn, the recommendations attained from the review and an analysis of the information gathered.

## CHAPTER 2

### 2.1 Work Plan

#### 2.1.1 *Agreed Work Plan*

A draft work plan was submitted on 18 June 2010 and was finally agreed to by the National Programme Manager on 28 June 2010. This delay can be attributed to two factors: one, changes in the activities from those proposed in the Terms of Reference (ToR); and two, procedural matters.

Additional activities 1 to 4 (see Chapter Three for details) were added to the list of activities. The first two were owing to a change in the methodology in data collection. The last two were the result of discussions on disseminating the results to a wider audience ensuring much greater participation by Programme staff. This has resulted in an extension of the level of effort.

During the course of finalising the work plan, detailed discussions regarding the methodology to be adopted for collecting data, information and details from the various (8) programme offices were held. The outcomes of the discussion were accordingly incorporated in the work plan.

The work plan was approved after the initial discussions and agreed to by TRF and the Programme Manager NMCHP is attached as Annex 1.

#### 2.1.2 *Modified Work Plan*

The time specified by TRF for this activity in the ToR was only 16 days. Travel alone between the eight locations would require at least 8 days and delays due to deteriorating weather conditions were highly likely. Based on the history of flights between Islamabad and Gilgit, the probability of delays was very high. This left only 8 days for collection of the required data, discussions that needed to be undertaken with Programme staff and other key persons from the Office of the Accountant / Comptroller General (that is, an average of one day each). The Consultant persisted in his opinion that this was clearly not tenable. It was estimated that for each of the eight headquarters at least four days, if not more, would be required. In the PC-1 of the programme, a total of 22 categories of items have been specified as procurable. In addition, theoretically, there are a maximum of 8 methods of procurement. In discussions with the Programme staff it appeared that each Programme office procured a minimum of 5 categories of procurable items, works, or services using a minimum of three (3) different methods. On the assumption that it would take at least one day each to track the steps used in procurement cycle, about 2 days for preparing the inventory, about 1 day to prepare each category method summaries, and a minimum of one

day each to track at least four procurements from start to finish (requiring access to the files and examining these in depth to cull out the required information). Thus, a minimum of 60 days would be needed for collection through field visits. Collection by one person simultaneously in eight spatially spread out locations was not possible. Further, at the headquarters one to two days would be consumed in going through the checklist for completing the Procurement Performance Assessment guidelines, discussing the procedures used for various categories and methods of procurements. TRF in its wisdom and faced with time constraints decided to allow only 21 days for data collection.

After lengthy discussions it was agreed that an alternate mechanism would be used. This adopted a two-pronged approach: first, to gather information on pre-designed assessment forms (see Annex 2), which would be accompanied by summary guidelines and explanatory notes, to be completed and returned by Programme staff<sup>1</sup>; and, second would be an analytical field visit to cross-verify the information and conduct a performance appraisal of a random sample of the procurements. The TRF staff would accompany the Consultant in at least the first two visits to establish the actual time required and then make suitable modifications to the contract.

This methodology couldn't work initially and it was agreed that the Consultant would visit each location and work with the Programme staff to facilitate data compilation. However, this could not take place as the Consultant fell seriously ill and was confined to bed for a total of 10 weeks. During this period the Programme Office staff from each location was unable to compile the data and information and requested that a detailed set of guidelines be prepared. Despite his illness, the Consultant compiled this and modified the appraisal forms to make them easier for the procurement staff. However, this also resulted in failure and the procurement staff at each location requested a three-day training workshop to be held in Islamabad. This request was granted and the workshop was held between the 9 and 11 of August 2010. This change in methodology required the work plan to be modified and is set forth in Annex 3.

The modified method for collecting data proved to be a futile exercise in futility as the staff turned up with insufficient data and records. The participants requested for ten days to complete the task and revert. The deadline was violated in most instances and forms were returned with comments for revision. Some were returned incomplete, and after a second

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<sup>1</sup> the latter component took a total of three (3) days of work by the Consultant which were debited to the field visit time allocated

set of comments, most continued to have missing information<sup>2</sup>. Of the many forms that were returned only the following seven (7) were accepted:

1. Form AF-01 from Azad Jammu and Kashmir from a total of **eight**
2. Forms AF-01 and AF-02 from FATA out of **eight**, and
3. Forms AF-01 for Goods, Works and Services (one each) and Forms AF-03 for Goods and Works (one each), that is 5 from the **13** submitted by Punjab.

Annex 3 shows a number of forms which were not submitted. Owing to logistic constraints, staff from the GB unit was unable to attend the workshop and a visit to the Unit could not be arranged. None of the Programme Units were engaged in procuring services. AJK, FATA and KP activities were limited only to the procurement of goods. Whilst Balochistan, Punjab and Sind were also engaged in contracting for works, they have not reported the full cycle of activities. They argue<sup>3</sup> that since these are undertaken centrally by the provincial Communications and Works Department, the provinces have no separate role to play. This was discussed at the Workshop and it was clarified that as the responsibility continues to vest in the procurement agency (PA) and the C&W only acts on behalf of the PA, the PA should report on the activities, systems and mechanisms.

An analysis of the data provided indicated that:

1. for linked activities requiring a sequential approach, the dates against later actions preceded those for earlier actions,
2. the activities were undertaken as planned, that is, there were no deviations from the planned span of time required for fulfilling an activity,
3. The number of procurements did not match the volume reported. In other words, it appeared that the number of contracts were lumped together to indicate a single procurement contract

These observations alone led to the conclusion that the on-ground situation was different from what was reported. The Consultant reported this to TRF and requested that the field visit should be authorised so that the true position of each of the field offices could be verified. Owing to the delays, this was not agreed to. Alternatively, it was agreed that the assessment should be based on the available information provided and that caveats should be inserted where necessary. It was also agreed that the resultant toolkit would be based on internationally accepted good practices.

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<sup>2</sup> See Annex 3 for a detailed analysis of the status of data provided. The forms returned at each stage also form part of report and are attached as **Volume II: Data from Field Offices**

<sup>3</sup> Perhaps erroneously

## CHAPTER 3

### 3.1 Methodology Used

The methodology which was adopted and agreed to initially for each of the tasks set out in the ToR was as indicated in the following paragraphs. Any changes dictated by exogenous factors beyond the control of the Consultant are presented in boxes, located appropriately, and were approved by TRF.

#### **Task 1: Study and review of the relevant literature, and**

#### **Task 3: Review of procurement and supply chain management systems and procurement monitoring mechanism / tools of other health sector development projects**

These are similar and complementary to each and the methodology used is similar. Therefore, these have been bundled together. Literature, reports and legislation was either downloaded from the internet, where available, or obtained from the TRF, World Bank, the Ministry of Health and some of its vertical programmes – the Lady Health Worker Programme and the Expanded Programme for Immunisation. The National TB Control Programme and the National HIV / AIDS Control Programme were excluded as both were following donor-specified procurement methods. The former uses procurement methods of the Global Fund to Fight AIDS, Tuberculosis and Malaria, and the latter uses the World Bank's procedures for procurement of goods, works and services. The most accepted literature on international best practices are the UNCITRAL Model Law and the Manuals, Guidelines and Standard Bidding Forms of the multi-lateral development banks – the World Bank, the Asian Development Bank, etc. In Pakistan, of particular reference are the recently concluded reports on a comparative review of Procurement Systems in Pakistan and the TA reports for the development of Procurement Regulations for the PPRA.

#### **Task 2: Preparation of the work plan for the TA, and**

#### **Task 4: Sharing of the work plan with the TRF and NMNCHP**

These also are complementary. Concurrently with Tasks 1 and 2, the work plan was prepared indicating the start and completion dates of activities and sub-activities that were implicitly or explicitly reflected in the Terms of Reference. This was discussed with TRF, modified and then submitted to the Programme for approval of the Manager NMNCHP.

**Task 5a: Desk review of the NMNCHP at the federal and provincial / regional level to assess and evaluate the procurement and supply chain management system of the Programme**

This was undertaken by examining the available reports on procurement by the Programme Offices, and by analysing the information provided on the Assessment Forms circulated to them. The evaluation was completed on the basis of the validation of the responses received during the field visits (Task 8) and an analysis of the sample audit. This review was conducted and documented on a step by step basis, and an in-depth analysis to determine if existing procurement procedures were being followed at federal and provincial MNCH Programmes level and assess the applicability and impact of Public Procurement Rules. Gaps / bottlenecks in the system were identified and used to suggest improvements where necessary.

**Task 5b: Situation analysis through field visits to ascertain actual on-ground situations and systems in use.**

A visit to each of the eight Programme offices was proposed to:

- a. Hold meetings with key staff members, and concerned officials of the Auditor General's office and of the Health Ministry / Department / Directorate as appropriate,
- b. Verify the information provided on the circulated Appraisal Forms<sup>4</sup> and conduct an in-depth appraisal of a sample of procurements since inception was to be undertaken to determine variations from set systems and procedures, the level of transparency in the procurement activity, and the level of efficiency and cost effectiveness attained, and

*Box 1 Au Courant Methodology Changes*

**Additional Task 1: Develop a set of assessment tools for analysis of procurement performance at all levels**

Based on the review of the systems used for the assessment of procurement mechanisms prevailing in the country, a set of four assessment forms were prepared to gain insights into the procurement systems and procedures used by each of the offices of the NMNCHP, prepare an inventory of procurements undertaken, summarise information to respond to the requirements of the OECD-BLIs, and undertake a detailed assessment of a sample of procurements to determine transparency, efficiency and effectiveness of the systems and procedures used and to identify the critical points which would require particular attention during dynamic monitoring. These were modified to suit the capabilities and understanding of the Programme staff engaged in procurement.

**Additional Task 2: Develop a set of Guidelines and Indicative List of International Good Practices in Procurement**

The request for modification in the assessment forms by the Programme staff was also accompanied by a request to develop a detailed guideline and instructions for completing the form. The TRF Procurement Specialist who was the Task Manager also requested that an indicative list of steps be prepared for the major categories of Goods, Works and Services to enable the respondents to complete all methods of procurement. The set of Forms and the attachments are presented in Annex 3.

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<sup>4</sup> The Assessment Forms were based on the OECD-DAC Baseline Assessment procedures or those adopted by the World Bank in Assessing Procurement at the country level. These were either to be modified (AF-04) or developed *de novo* (AF-01 to AF-03) to meet the requirements of the TA.

- c. Discuss the legal framework (not limited to an analysis of legislation and sub-legislation, efficiency, fiscal prudence, transparency and accountability) and also, the financial and budgetary framework.

**Additional Task 3: Circulate Assessment Forms to the Programme Offices**

Forms AF-01 to AF-03 along with the Explanatory Notes was circulated to the Programme Offices for being completed and returned. While a week's time was given for responding, the actual time differed for each programme. These were not adhered to. The Sind MNCHP response was received on 30<sup>th</sup> September. As a consequence the work plan was impacted and the dates originally envisaged for the Field Visit had to be changed.

However, the field visit was abandoned in favour of the provision of data by the programme staff itself. As a consequence the task list and the methodology adopted were revised. This is shown in depth in Box 1.

**Task 6: Sharing the assessment report with the TRF and Programme's relevant staff and incorporating the comments / feedback in the report, where required.**

This report incorporates the review of literature, the lessons learnt, a description of the existing systems and procedures, an assessment of procurement performance based on the incomplete information provided. The recommendations for change are based on an analysis of this report and on the Consultant's experience of procurement activities generally in vogue in Pakistan, drawing on international good practice.

**Task 7: Based on the assessment report, develop result oriented monitoring mechanism and tools for each activity of the procurement cycle of MNCH Programme.**

Based on the findings of the assessment included in the report, the Consultant's experience of procurement in Pakistan and international good practice, a monitoring system - a manual containing the Monitoring Tools - was prepared. A set of baseline indicators were developed in discussion with NMNCHP and included in the manual so that performance may be measured objectively.

**Task 8: Develop draft strategised action plan for effective implementation, and**

**Task 9: Share the assessment report, monitoring tools and strategized action plan with concerned staff from TRF and NMNCH Programme offices.**

An action plan was prepared based on the strategies that evolved from the foregoing analyses (strategised action plan). This sets out a checklist of the activities that would be undertaken for initiation and subsequent implementation. This was then shared with TRF and NMNCHP staff and the comments and suggestions were incorporated into the final strategised action plan. This and the draft assessment report were shared with stakeholders at a one-day workshop where consensus was obtained.

## **Task 10: Presentation of final assessment report, tools and strategized action plan for endorsement**

A one-day composite workshop was held where all stakeholders were invited. Those who attended included TRF; from the NMNCHP staff from the federal, provincial and regional offices; from the Ministry, Departments and Directorates of Health; and representatives from international development partners, including, but not limited to, the multilateral agencies and bilateral partners.

However before the completion of Task 10, some critical activities were not incorporated without which this could not have been undertaken. These activities and the methodology used to accomplish this are given in Box 2.

### *Box 2 Initial Identified Changes*

#### **Additional Task 4: Incorporate the comments and feedback and prepare presentation for the composite workshop**

The comments and feedback from the consensus building workshop were incorporated in the assessment report; the tools and the strategized action plan were modified. These were then converted into a presentation for a composite stakeholder workshop.

#### **Additional Task 5: Finalise Report, Tools and Strategized Action Plan**

Based on the discussions, comments, suggestions and feedback the Assessment Report, the Monitoring Tools and the Strategised Action Plan were finalised.

#### **Additional Task 6: Presentation the final output for endorsement**

This was then submitted to TRF and the NMNCHP for endorsement and implementation.



**PART TWO**  
**DESK REVIEW**



## CHAPTER 4

### 4.1 Review of Literature

#### 4.1.1 *International Good Practice*

The benchmark of good practices in contracting was initiated in 1913 by the establishment of the Fédération Internationale des Ingénieurs-Conseils (FIDIC) in Geneva. FIDIC has since then published a series of standardised documents for availing the services of consulting engineers and contractors. Simultaneously the United Nations Commission on International Trade Law (UNCITRAL) published a Model Procurement Law which was to be modified to suit local conditions and be adopted by member countries to regulate public procurement.

FIDIC drafted contracts were adopted, in the early 1990s, by the World Bank to regulate and control procurement through the loans it gave and the grants it managed. Over time these, with suitable modifications, became the bedrock of procurement of goods, works and services and were generally referred to as the Master Bidding Documents (MBDs).

In March 2002, at Monterrey, the Organisation for Economic Cooperation and Development (OECD) member countries joined together to issue the Monterrey Consensus on Financing for Development which became the foundation for improving aid effectiveness and led to the Paris Declaration (March 2005) which called for Harmonising Aid with emphasis on the systems and procedures to be used for procurement. The Development Advisory Committee (DAC) of the OECD took on this responsibility and this effort was spearheaded by the World Bank. This led to the publication of guidelines, handbooks and Standard Bidding Documents. These have since been harmonised across the spectrum of the Multi-lateral Development Banks (MDBs) and with modifications by most bi-lateral and multi-lateral development partners and aid agencies.

In essence, the good practice procurement framework consists of: the UNCITRAL Model Procurement Law; the Guidelines, Handbooks and Standard Bidding Documents of the MDBs; and the Regulations issued by the European Union. The major systems which are accepted as good practices are summarised in the following paragraphs.

#### **The UNCITRAL Model Procurement Law**

The objectives of the Model Law includes maximising competition, equity and enhancing transparency and objectivity which are essential for fostering economy and efficiency in procurement. The Model Law sets forth procedures to be used by procuring entities in selecting the supplier to enter into a given procurement contract. The Model Law, for the first

time, specifies a different set of regulations for services, as these are intangible objects and are largely dependent on quality rather than lowest cost alone.

The Model Law is intended to provide the essential procedures and principles for conducting procurement proceedings under all circumstances and sets out a "framework" which requires accompanying "procurement regulations" to fill in the procedural details to address the specific and possibly changing circumstances without compromising the objectives of the Model Law. It sets out, in detail, the multiplicity of methods which can be used in procurement and sets out the criteria on selecting the most responsive bid / proposal. It also sets out the detailed content of solicitations by procurement entities to provide a level playing field for all, the methods of selection and tendering, dispute resolution mechanisms and the records which should be maintained and made available to the public.

### **Donor Procurement Systems**

A comparison of the procurement systems used by the key development partners with respect to Pillar I of the OECD-DAC Baseline Indicators (BLIs) is given in Annex 5. This clearly shows that only the MDBs have been able to achieve harmonisation so far while the others are a considerable distance from achieving this.

Based on the analysis of the Manuals of the MDBs and of DFID, an indicative list of steps in the procurement cycle has been prepared. The set consists of three lists, one each for the cycle of procurement of goods, works and services. They are generic and include all methods of procurement. These come under Assessment Tools in Annex 3.

### **Procurement Assessment Systems**

Increasing the effectiveness, efficiency and transparency of public procurement systems is an on-going concern of governments and the international development community. They have all recognised the need for an adequate national procurement system that meets international standards to increase the effectiveness of the use of public funds, including funds provided through official development assistance (ODA).

Under the auspices of the joint World Bank / OECD DAC Procurement Round Table initiative, a set of tools and standards were developed during 2003 and 2004. These provide guidance for improvements in procurement systems and consequently, improve end results. The initiative behind the adoption of the "Johannesburg Declaration" (December 2004) and BLI as agreed international standards for assessment of national procurement was systems. The BLIs are based on four Pillars and consist of a total of 12 indicators. Each indicator is further divided into sub-indicators. These were approved as part of the Paris Declaration

(March 2005) and published by the OECD<sup>5&6</sup>. These systems are useful for assessing the state of procurement systems and practices at the country level comparing them to the standards specified in the BLIs.

The World Bank has also issued a set of guidelines for assessing country procurement systems and procedures for preparing the Country Procurement Performance Assessment Report (CPAR)<sup>7</sup> which are regularly updated for each country it provides development assistance to. With substantial modifications this system of assessment can be used to assess performance at the sector level, but are only partially useful for assessing performance at the Programme / Project / Institution levels.

The UNDP has developed an Excel-based Toolkit for assessing the capacity of the staff and institutions engaged in managing procurement<sup>8</sup>. This serves to establish a baseline of capacity and is useful in developing a capacity building programme. However, this does not assess the performance of procurement systems and procedures.

A synthesis of these systems was also used to develop the Assessment Tools contained in Annex 4.

#### **4.1.2 Health Sector Procurement Systems**

Historically, Public Procurement throughout Pakistan was governed by two Manuals:

- a. Purchase Manual, which covered the purchase of mostly all commodities barring nine categories of goods<sup>9</sup> and those purchased through foreign aided projects or programmes, and
- b. West Pakistan Building & Roads Department Code which governs the construction of buildings and roads and the hiring of consultants for this purpose.

As Pakistan's infrastructure development efforts became more dependent on assistance from international funding agencies, both multi- and bilateral, reliance on these organisations for systems and procedures of public procurement became the standard operating procedure for all funded projects. The plethora of systems and procedures operating simultaneously, the lack of institutional capacity to handle the complex set of parameters governing the wide spectrum of procurement systems and procedures, and the lack of

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<sup>5</sup> Harmonising Donor Practices for Effective Aid Delivery: Volume III (Strengthening Procurement Capacities in Developing Countries)

<sup>6</sup> Methodology for Assessment of National Procurement Systems - Based on Indicators from OECD-DAC World Bank Round Table - Version 4 - July 2006

<sup>7</sup> Office memorandum: Revised CPAR Procedures; 23 May 2002

<sup>8</sup> UNDP Capacity Assessment Methodology User's Guide

<sup>9</sup> i) Food Stuff; ii) Indigenous Coals, Charcoal and Firewood; iii) Bricks, Stones, Marble, Lime, Sand, Chalk, Cement and other building material.; iv) School and college furniture; v) P.O.L. items; vi) Jute Mats; vii) Books, Maps, Charts; viii) Woods and Timber; ix) Raw wool and Woollen yarn

human resources adequately trained to implement the systems and procedures led, in 1999, to the modification of the Purchase Manual and of the Code, while keeping the principle of the acceptance of the lowest bid intact. In 1999 / 2000, the World Bank spearheaded the first assessment of the country's procurement systems. This<sup>10</sup> recommended a number of actions which needed to be undertaken to upgrade existing systems and procedures to internationally acceptable standards. One of these was the establishment of a Regulatory Authority through a Presidential Ordinance in 2002<sup>11</sup>. The Federal Government created the Public Procurement Regulatory Authority (PPRA) in 2002 through a Presidential Ordinance. All provincial governments, other than Balochistan, followed.

The first actions taken by the PPRA after its creation was the re-engineering of the procurement systems, procedures and manuals of 14 public sector undertakings. The Public Procurement Rules (PPR-2004) were notified in 2004 by the Federal PPRA and were largely adopted by the provinces. Khyber Pakhtunkhwa (formerly NWFP) modified these to meet their specific requirements. The PPR covers the procurement of goods, works, services and consultants. The rules are broadly defined<sup>12</sup>. These provide variations across agencies as they are not backed by any guidelines or manuals, nor do they contain standard documents. The website of the PPRA ([www.ppra.org.pk](http://www.ppra.org.pk)) houses the standard bidding documents from the World Bank and the Pakistan Engineering Council (PEC), and the procurement procedures of the Japan Bank for International Cooperation (JBIC). The presumption that these could be used would not be incorrect. However, since there is some variation across these illustrative examples, there is a need to develop these documents and guidelines to meet national requirements within the rubric of international best practices. As the most effort for harmonisation has been by the multi-lateral development banks spearheaded by the World Bank, there is a tendency worldwide to measure systems and procedures against these.

The PPR-2004 also states that if there is a conflict between the PPR and the rules etc. of donor / funding agencies, then the rules of the latter shall prevail for all public procurement. Criteria for pre-qualification have been stated as principles in general terms. However, the Rules do not specify the criteria for evaluating the capacity and capability of the organisations responding to the notice for pre-qualification<sup>13</sup>. This is left to the discretion of the procuring agency, and, therefore, could result in specific criteria which differ across agencies for the same or similar type of procurement. Therefore, the PPR should have

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<sup>10</sup> Pakistan: Country Procurement Assessment Report, Report No. 22000

<sup>11</sup> XXII of 2002 issued on 15<sup>th</sup> May 2002

<sup>12</sup> Rule 11: "All procuring agencies shall provide clear authorization and delegation of powers for different categories of procurement and shall only initiate procurements once approval of the competent authorities concerned has been accorded"

<sup>13</sup> See PPR Rule 16 clause (1)

accompanying Guidelines to establish these and a Handbook specifying the methodology for setting and using the criteria.

The monetary limits for various actions contained in the PPR, including the placement of advertisements, were modified in 2006. The principle of acceptance of lowest bid contained in the earlier Manual and Code has been retained. However, there appears to be some confusion in the PPR. The definitions clause states:

- (h) “Lowest evaluated bid” means:
  - (i) a bid most closely conforming to evaluation criteria and other conditions specified in the bidding document; and
  - (ii) having lowest evaluated cost”

The former condition provides an avenue which is open to interpretation to the procuring agency as the term “most closely conforming to” can vary from person to person.

These rules mandatorily require that all organisations shall each year prepare a procurement plan which shall include all procurements which shall be made during the year. Rule 8 is specific and provides no leeway (see Box 3). However, no detailed guidelines or regulations have been issued by PPRA. In the absence of these guidelines, the Ministries of Health and Population Welfare through a Technical Assistance grant have had a Guideline<sup>14</sup> prepared for use in the Health and Population sectors for the effective implementation of PPR-2004,. All agencies, programmes and projects within the sectors are required to use these. However, none follow these SOPs. While the Guideline is comprehensive, it has not prepared or recommended the use of standard contract forms<sup>15</sup> and permits the use either existing contract forms or specifically drafted contracts, for each procurement, and have these approved by the Ministry of Law, Justice and Parliamentary Affairs.

*Box 3 Annual Procurement Plans  
Mandatorily Required*

Within one year of commencement of these rules, all procuring agencies shall devise a mechanism, for planning in detail for all proposed procurements with the object of realistically determining the requirements of the procuring agency, within its available resources, delivery time or completion date and benefits that are likely to accrue to the procuring agency in future.

An evaluation of the Guideline, undertaken by the World Bank, recommends that these should be used as the template for developing guidelines by other Ministries or Procurement Agencies of the Federal Government.

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<sup>14</sup> Manual of Procurement Policies and Standard Operating Procedures for the National Health Facility Programmes

<sup>15</sup> These have issued by the MDBs and have been accepted internationally

In essence procurement by the health sector organisations is competitive, but the level of transparency varies from organisation to organisation. Advertisements are not shown on the agency / PPRA website, and do not:

- i. Provide similar information across agencies and across procurements within agencies,
- ii. Provide a fixed response time which is the same in all procurements,
- iii. State the type of contract which shall be entered into,
- iv. The criteria which shall be used to evaluate proposals.

Centralised negotiations for supplies results in limiting competition. Only the larger organisations which have nation-wide distribution networks are able to compete. As a consequence delays in delivery and over-pricing are common.



**PART THREE**  
**ANALYSIS**



## CHAPTER 5

### 5.1 NMNCHP Procurement Systems

National MNCH Programme procurement systems largely imitate those of the other procuring agencies in the health sector. These were evaluated by the TRF in December 2009 within the overall rubric of evaluating the Financial Performance of the Programme. Since the evaluation is limited in character, the procurement process has undergone financial review. While the findings of the evaluation are valid, they have not examined the systems and procedures as “procurement”. This assessment aims to overcome this shortage and add to the conclusions drawn from the earlier evaluation.

The Assessment, initially conceptualised as a field-based effort, was converted into one based on feed-back of information owing to budget constraints. The Consultant’s estimate of time required in the field (over 60 days) to collect the information was about four times that budgeted (16 days). It was eventually agreed that the Consultant would first prepare the assessment tools, which was then followed by a request for detailed guidelines, and another to conduct a training workshop for three days and an assessment of the information provided. This, as expected, resulted in the provision of partial information with major gaps (refer to Chapter Two). This could only be used for an assessment of systems and not of mechanisms nor of the activity as a whole. The partial information itself was contradictory and the reported adherence to targets, in nearly 90% of the cases, appeared to approach perfection which, realistically, was not possible. Based on the Consultant’s experience of bureaucratic behaviour, this called for critical examination; however, this could not be achieved. It was, therefore, agreed that:

*The situational assessment report will be based on the information received so far from the MNCH Programmes through Form AF-01, AF-02, AF-03 and AF-04. However, as noticed that most of the MNCH provincial offices didn’t provide authentic information particularly related to Form AF-04 which discusses financial factors of different procurements, therefore, it was agreed that the report will mainly focus on the information of Forms 01, 02 and 03 and partially of AF-04*

The following assessment is based on the information provided with the objective of designing the monitoring toolkit, system and mechanisms.

Information on processes was obtained through one assessment form. Form AF-01 was designed to solicit information on the steps followed in the procurement of goods, works and services. Initially the Form was designed as a blank one to gather information on the actual processes used. However, the request for a guideline also included a request to provide a

list of what a good international procurement would include. A total of 101 steps were listed for the procurement of goods and 135 works each, for works and services. The latter lists were not the same for both, but coincidentally had the same number of steps.

A maximum (by Sind MNCHP) of 57 steps were identified in the procurement process of goods. A similar analysis for works could not be undertaken as the steps involved in invitation of bids and the pre-qualification assessment and award were undertaken centrally by the Provincial Departments of Health and designated Central Procurement Committee. The MNCHP units thus absolved them from the necessity to report on these, even after they were requested to correct the original submissions. Each of the 8 offices reported that they had not procured any professional services. However, KP MNCHP reported three instances of procuring repair and maintenance services (2) and printing (1). The latter was misclassified as this was for the production of forms and the printer was not supplied with the inputs.

The entire process of obtaining goods through “local shopping” or “requests for quotations” (used for soliciting 3 bids from a pre-selected of suppliers registered under the Sales Tax Act and willing to supply goods on credit to the agency) was ignored. Discussions during the workshop indicated that this was the preferred option as it provided the greatest opportunity for “negotiating”.

The Form also requested the units to indicate the number of days planned (allowed) for each step in the process. These responses varied from “NOT APPLICABLE” to a maximum of 30 days. Unfortunately, performance could not be assessed except for certain critical information collected through Form AF-04. The form was designed with built-in checks to ensure veracity of feedback information. This indicated in more than a few instances that commensurate steps were either completed on the same date, or subsequent follow-on activities preceded the preceding activities. This information, therefore, cast doubts on the veracity of information and led to the subsequent rejection of all submitted Forms AF-04.

Form AF-01 responses showed that a large number of activities were completed in one or even half a day when such actions cannot be completed in the time frame set. Examples of such responses are given below in Table 1.

<b>Table 1: Examples of Impossible Targets for Completion of Activities</b>		
<b>Steps</b>	<b># days</b>	<b>Comment</b>
Collecting information on goods to be procured during the fiscal year	2 – 30	The higher figure of 30 days appears to be realistic. None of the officials involved in providing information have had experience of preparing annual requests but place demands only when stocks are about to be or have been consumed totally.
Preparing the Annual Procurement Plan, including the procurement procedure to be followed and timeline when the process is to be started and either completed or substantially completed. This should be before the end of the year	3 -30	Responses obtained during the Workshop categorically denied that Annual Plans are prepared. Since this was a new activity for all organisations, the TRF Financial Management review would have commented on this. The review was silent.
Preparing detailed description and generic specifications of goods	1 - 30	As such information has not been computerised by any of the Health Departments, the possibility of putting together such lists continuously in the short periods indicated is humanly impossible

The process of evaluating bids involves a total of 17 steps, from receipt to announcing the result and placing it on the Agency or the PPRA website. The variances shown in Table 2 indicate that only two of the units (Balochistan and Khyber Pakhtunkhwa) completed the full cycle of steps needed. This is clearly incorrect as one of the MNCHP units places the evaluation report on either of the websites.

These variations indicate that either there is a lack of understanding each step in the process or that these steps were not undertaken and have been included in the response only to

show that the processes adhere to accepted good practice. Discussions with the participants at the training workshop on how standard timelines for each activity were established clearly showed that these did not exist. When the draft responses were obtained

<b>Table 2: Variation in Bid Evaluation Process</b>		
<b>Province</b>	<b>Days</b>	<b>Steps</b>
Azad Jammu and Kashmir	25	14
Balochistan	49	17
Federally Administered Tribal Areas	14	11
Federal	06	05
Khyber Pakhtunkhwa	71	17
Punjab	63	16
Sind	40	16

after the session on Form AF-03, this information was forthcoming. On investigation, the participants said that these were based on what they felt should be the norm and were not based on any investigation or system or time and motion studies. A comparison of the responses for each step in the cycle of procurement of goods has been summarised and presented as Table 1 of Annex 6.

Form AF-03 was designed to collect an inventory of the procurements undertaken since the inception of the programme. The purpose was two-fold: one, use the information for selecting a random sample of procurements from each category and method of employment for a detailed performance assessment (Form AF-04); and two, to feed into the summary statement on processes and systems in Form AF-02. Table 3 shows the extent of procurement activity both in quantum and value terms. The largest number of procurement of goods in quantum terms was undertaken by the FATA MNCHP and in value terms was by the Punjab MNCHP.

Since the purchase of medicines and medical equipment rate contracts by the Federal Ministry of Health were not finalised by the end of the second year of the Programme, the provincial offices followed the instructions of the respective Health authorities, most certainly leading to rate variations across the Units.

<b>Table 3: Summary of Procurements (Form AF-03)</b>						
<b>All values in PKR million</b>						
<b>Province</b>	<b>Goods</b>		<b>Works</b>		<b>Services</b>	
	<b>#</b>	<b>Value</b>	<b>#</b>	<b>Value</b>	<b>#</b>	<b>Value</b>
Azad Jammu and Kashmir	07	21.55				
Babchistan	17	150.24	25	143.23		
Federally Administered Tribal Areas	55	116.45				
Federal	04	1.25				
Khyber Pakhtunkhwa	16	130.82	? <sup>16</sup>	10.80	3	0.76
Punjab	15	323.94	51	129.55		
Sindh	13	120.38	06 <sup>17</sup>	202.69		

Form AF-02 is a collection of indicators required by the Programme Managers and the controlling authorities of the Programme. The instructions for completing these were that each of the procurement categories should be combined and then, reported separately. The

<sup>16</sup> Number of contracts not reported as the provincial C&W Department handled the activity, but payments for each construction was paid by the Unit

<sup>17</sup> Several sites were bundled together

PC-1 was scattered with 22 categories at various places throughout the document. The methods of procurement are:

- 1 Request for Quotation / Local Shopping
- 2 Direct Contracting
- 3 Negotiated Tendering
- 4 Open Competitive Bidding:
  - a. Single Stage
    - i. One Envelope
    - ii. Two Envelope
  - b. Two Stage
  - c. Two Stage Two Envelope

*Box 4 Macro Indicators of Procurement*

An “Other” option was also provided as experience has shown that the old Purchase Manual and Building Code were still used (particularly in Balochistan). These indicators, useful for gaining insights into performance and systems, are presented in Box 4.

An analysis of the methods of procurement indicates that the preferred options were local shopping, direct contracting for proprietary items and OCB single stage ‘two envelope’ method. Medicines, medical equipment and supplies, and construction procurements were centrally controlled with the Programme staff having little or no say in the process.

An interesting, but unbelievable, observation which emerged from the responses received was that delays in procurement were rare, all suppliers adhered strictly to specifications and that 99% of payments were on time, in fact some were paid even before the bills were submitted.

As stated earlier, a consequence of these slips was the request by the Consultant to visit the Programme offices to verify the information provided. Moreover, because meetings could not be held with senior staff of the Programme and the relevant exogenous agencies, such as, central committees and senior Health Department officials, no insights could be gained into the institutional weaknesses in the procurement cycle.

Procurement Category
Procurement Method
Number of Procurements
Value of Procurements
Number of Procurements for which Awards were published
Average Time lapse between advertisement / invitation and receipt of Quotations
Average Number of Bidders per occasion
Average Number of Responsive Bids (accepted for evaluation)
Average Number of days between receipt of quotations / bids and signing of purchase order / contract
Number of cancelled bid opportunities
Number of procurements where protests were lodged
Number of protests resulting in changes to outcome of bidding process
Number of contracts where disputes were not resolved
Number of contracts which were amended
Average increase in contract amount where contracts were amended
Percentage of contracts resulting in full and acceptable performance
Average cost over-run as % of accepted value
Average time delay as % of agreed time
Number of Payments per contract
Number of Payments made after due date





**PART FOUR  
CONCLUDING**



## CHAPTER 6

### 6.1 Conclusions and Recommendations

#### Conclusions

- a) An examination of the Programme's enabling document, the PC-I and a comparison of what has been reported through the Assessment Forms, the following observations regarding the system, procedures and mechanisms can be made: A field visit was not possible therefore the information provided suffers from a lack of consistency in understanding. The Assessment is, therefore, limited in its scope and the results are not conclusive;
- b) The information provided appears to be contradictory casting doubts on its veracity;
- c) Annual Procurement Plans have not been prepared;
- d) No Procurement Register has been maintained;
- e) The responsibility for actions and decision-making is unclear;
- f) There appears to be no standardised system or procedure available in a written form with the result that there are substantial variations in procedures, timelines and understanding;
- g) Fragmentation in procurement is not considered to be an anomaly;
- h) Transparency is severely restricted;
- i) Knowledge of public procurement rules and the existence of guidelines and standard bidding documents is rare and at best rudimentary;
- j) Evaluation Criteria are specific to each procurement and are not standardised across agencies;
- k) Untrained staff, mostly junior or support staff, is undertaking the activity on an additional charge basis and is totally unaware of the ramifications of procurement. Knowledge of rules and norms is largely absent and where it does exist it is rudimentary;
- l) The position of specialist qualified procurement staff does not exist as the PC-1 did not create these;
- m) The centralised rate contracts for medicines, equipment and supplies were not entered till early to mid 2010. This resulted in a financial loss of an undetermined amount as price advantages due to economies of scale were not availed;
- n) The Provincial Units are following instructions / rules issued by their respective health authorities. The interaction between the Programme staff and the provincial centralised procurement committees is unclear. As a consequence these transactions are opaque for the Programme and the staff engaged in the

procurement process;

- o) As no annual procurement plans are prepared, and no ex-ante decisions of procurement methods prevail, fragmented procurement is a common feature across the Units. This results in the diseconomies of scale, the possibility of feeding vested interests, cartelisation among suppliers, and non-adherence to the principles of value for money;
- p) Since the Programme is a federal programme, the PPR 2004 should have been adhered to. A stringent audit would reveal some, if not most, procurements falling within the “mis-procurement” stigma,
- q) Electronically advertising procurement opportunities is rare;
- r) Results are not advertised on the mandated websites,
- s) Dispute resolution mechanisms and forums do not exist.

The recommendations of this report are:

### **Institutional**

- a) Create the position of Procurement Officer at a senior level (BPS-18) requiring the incumbent to have a post-graduate qualification in Procurement or Business Administration with at least eight years of experience in Procurement and Contract Management.
- b) Appoint Procurement Officers in each of the Programme offices.
- c) Ensure active and meaningful involvement of Programme procurement staff according to the centralised procurement requirements of Federal and Provincial governments.
- d) Select Procurement and Bid Evaluation Committees’ members from amongst the staff of each of the Programme Offices.

### **Systemic**

- a) Ensure adherence to relevant public procurement rules in each of the Programme Units.
- b) Ensure the use of the Manual of Standard Operating Procedures prepared by the MoH by all Programme Offices / Units.
- c) Develop and indigenise SBDs for goods, works and services, including professional services and technical assistance.

- d) Ensure the preparation of Annual Procurement Plans within the framework of the Medium Term Development / Budget Framework and their adherence to annual Budget allocations.
- e) Ensure the posting of Annual Procurement Plans and notices of procurement opportunities on mandated websites.
- f) Establish inter-office standard timelines for each activity based on exogenous experience, and if required, time and motion studies.
- g) Ensure the preparation and maintenance of Procurement Registers.
- h) Ensure announcement of contract awards on mandated websites.
- i) Ensure the implementation of monitoring mechanisms to ensure efficiency and effectiveness in procurement and contract management.
- j) Develop, institute and implement conflict resolution mechanisms which adhere to international practices.

#### **Human Resource Development**

- a) Develop and implement a training programme for all staff to create awareness of the importance of procurement in Programme management.
- b) Using the services of PPRA or consultants, institute an HRD programme for development of skills in procurement for both senior and mid-level staff of the Programme.
- c) Engage consultants in training staff in contract management.

## ANNEX 1: AGREED WORK PLAN

Work Plan			
Tasks		Tentative Schedule	
1	Study and review of the relevant literature, MNCH procurement capacity assessment report, procurement procedures of MNCH programme, Programme's PC-1, other procurement related material, and procurement assessment reports on Pakistan prepared by multi-lateral and bi-lateral development partners	17 <sup>th</sup> to 18 <sup>th</sup> June (2 work days)	
3	Review of procurement and supply chain management systems and procurement monitoring mechanism / tools of other health sector development projects like LHW Programme and Extended Programme of Immunisation in order to assess the systems being followed and determine if there is need for adaptation and improvement		
	<i>Develop a set of assessment tools for analysis of procurement performance at the federal, provincial and regional levels. This will be in the form of a three-part set. Two of which will precede field visits for obtaining information on procedures used and summary information on procurements since the beginning of the Programme</i>		
2	Preparation of the work plan for the TA assignment in response to the terms of reference providing her / his understanding of the assignment, implementation arrangement and key deliverable		
4	Sharing of the work plan with the TRF and NMNCHP in a meeting and incorporating their comments / feedback	21 <sup>st</sup> June (1 work day)	
	<i>Circulation of assessment tools to the federal / provincial / regional programmes for completion. Responses to the assessment tools to be collated and submitted by the federal / provincial / regional programmes</i>	22 <sup>nd</sup> to 30 <sup>th</sup> June (10 work days)	
5	a. Desk review of the MNCHP at the federal and provincial / regional level to assess and evaluate the procurement and supply chain management system of the Programme. This review will be conducted and documented on a step by step basis and an in-depth analysis of the existing procurement procedures being followed at federal and provincial MNCH programmes level to assess the applicability and impact of Public Procurement Rules, identify gaps / bottleneck in the system and suggest improvements where necessary. This will also be based on the information provided by the federal / provincial / regional programmes on the assessment tools	21 <sup>st</sup> to 24 <sup>th</sup> July (4 work days)	
	b. Situation analysis through field visits (see itinerary below) to ascertain actual on-ground situations and systems in use (Form 02), verify variations from information provided through the assessment tool (Form 01) and to audit a sample of procurements	<b>Place</b>	<b>Travel Days</b>
		AJK	28 <sup>th</sup> & 29 <sup>th</sup> Jun (2 days)
			28 <sup>th</sup> to 29 <sup>th</sup> 06 (2 days)

	<p>(Form 03) to arrive at an estimate of time, cost and effectiveness variations</p> <p><b><u>(meetings in each location will be held with Programme Manager (2 hours), Official(s) tasked with procurement of each category of goods, works or services (2 to 3 days), Accountant General's office – concerned official handling the provincial / regional programme disbursement (1 hour), and concerned official of the Department of Health in a decision making position handling the provincial / regional programme (2 hours).</u></b> The meetings should be arranged in that order of preference</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td colspan="2">mode</td> <td rowspan="2">weekend</td> </tr> <tr> <td>car</td> <td>air</td> </tr> </table>	mode		weekend	car	air	Sind	30 <sup>th</sup> Jun & 4 <sup>th</sup> Jul	30 <sup>th</sup> Jun to 4 <sup>th</sup> Jul (4 days)
		mode			weekend				
		car	air						
		Balochi stan	4 <sup>th</sup> & 7 <sup>th</sup> Jul	4 <sup>th</sup> to 7 <sup>th</sup> July (3 days)					
		Punjab	7 <sup>th</sup> & 12 <sup>th</sup> July	7 <sup>th</sup> to 12 <sup>th</sup> July (5 days)					
		GB	14 <sup>th</sup> & 16 <sup>th</sup> July	14 <sup>th</sup> to 16 <sup>th</sup> July (3 days)					
		FATA	19 <sup>th</sup> July	19 <sup>th</sup> & 20 <sup>th</sup> July (2 days)					
KPK	22 <sup>nd</sup> July	21 <sup>st</sup> & 22 <sup>nd</sup> July (2 days)							
		Total		24 days					
6	a. Writing the Draft report on Assessment of the Procurement Cycle <sup>18</sup>	17 <sup>th</sup> June to 27 <sup>th</sup> July (3 work days)							
7	Based on the assessment report, develop result oriented monitoring mechanism and tools for each activity of procurement cycle of MNCH Programme	28 <sup>th</sup> July to 10 <sup>th</sup> August (10 work days)							
8	Develop ( <i>draft</i> ) action plan for effective implementation of these tools at federal and provincial / regional level of the Programme	11 <sup>th</sup> to 12 <sup>th</sup> August (2 working days)							
6	b. Sharing the assessment report with the TRF and Programme's relevant staff and incorporating the comments / feedback in the report; where required <sup>19</sup>	13 <sup>th</sup> & 17 <sup>th</sup> August (2 work days)							
9 <sup>20</sup>	a. Presentation of monitoring tools and strategy (in consensus building workshop) for review of TRF, MNCH Programme and other stakeholders ( <i>in a workshop with federal, provincial and regional representation at Programme Manager level only</i> )	18 <sup>th</sup> to 20 <sup>th</sup> August (3 work days)							
	b. Finalising Report : Tools and Strategy								
10	Presentation of final tools and strategy in the shape of report for endorsement	23 <sup>rd</sup> August (1 work day)							
TOTAL		52 days <sup>21</sup>							

<sup>18</sup> The process of writing the report will be start at the beginning and be completed 3 working days after the field work has been completed

<sup>19</sup> The presentation itself will take 2 hours, discussions at least another 4 hours and the incorporation of comments will take 1 working day. A time gap of 1 day is provided so that TRF and programme staff have time to read the report prior to presentation. This assumes that the audience is limited to only the TRF and NMNCHP concerned staff without any provincial / regional programme staff representation

<sup>20</sup> Only 1 day has been budgeted for these three (9a, 9b & 10) activities.

<sup>21</sup> Includes two 2-day lay-overs for weekends

## ANNEX 2: ASSESSMENT TOOLS

### Guidelines for Use with Assessment Forms Af-01 to Af-03

#### The MNCH Programme's Procedures on Procurement

#### A. Categories

A total of 23 categories of items can be procured for implementing the MNCH Programme from either the Current Budget or the Annual Development Programme. These are given in the Table below:

1. Drugs and Medicines	12. Stationery Printing and Binding Expenses
2. Medical Supplies	13. Land and Land Improvement
3. Repair and Maintenance Buildings	14. Civil Works : Buildings and Structures
4. Repair and Maintenance Medical Equipment and Components	15. Medical Equipment
5. Repair and Maintenance Computers	16. Medical Components
6. Repair and Maintenance Transport	17. Surgical Equipment
7. Repair and Maintenance Others	18. Office Equipment
8. Other Supplies and Materials	19. Computers
9. Training and Scholarship Expenses	20. Furniture and Fixtures
10. Professional Services	21. Transportation Vehicles and Equipment
11. Transportation of Goods, Medicines etc	22. Others (specify)

#### B. Methods

In addition there are several ways in which Procurement can be undertaken: These are:

**1. International Competitive Bidding (ICB)** is the procedure through which the procuring agency invites bidders from the international market for competition.

**2. National Competitive Bidding (NCB)** is the competitive bidding procedure normally used for public procurement, and may be the most appropriate way of procuring goods or works which, by their nature or scope. NCB is used when circumstances exist where they are unlikely to attract foreign competition. There are two ways which may be used

a. Single Stage: Proposals / Tenders / Bids submitted in **one** sealed envelope containing two sealed envelopes one containing the technical and the other the financial proposals

b. Two Stages: The first stage is the Technical Proposal / Tender / Bid submitted for evaluation. The second in the Financial Proposal / Tender / Bid submitted after the revised Proposal / Tender / Bid has been modified following discussions.

**3. Limited International Bidding (LIB):** is essentially ICB by direct invitation without open advertisement where there are either (a) a limited number of suppliers, or (b) exceptional circumstances exist,

**4. Local or International Shopping** is a procurement method based on comparing price quotations obtained from several suppliers (in the case of goods) or from several contractors (in the case of civil works), with a minimum of three, to assure competitive prices, and is an appropriate method for

procuring readily available off-the-shelf goods or standard specification commodities of small value, or simple civil works of small value.

**5. Direct (or Negotiated) Tendering / Contracting** is contracting without competition (single source) used when:

- a. Extension of existing contract,
- b. Proprietary considerations
- c. Standardisation of equipment or spare parts,
- d. Compatibility with existing equipment and performance guarantees, and
- e. Response to natural disasters

**6. Force Account** that is, construction by the use of the Borrower's own personnel and equipment to ensure either, continuity / non-disruption of work, or, where quantum of work / level of effort is undefined, or in response to emergencies.

**It is not necessary that all procurements of any one category will follow the same methods and STEPS.**

### **C. STEPS**

The steps in the procurement of goods, works and services are set out in the attached document. These are based on accepted international good practices.

It is not necessary that each of these steps will be / are being / have been followed in procurements by the MNCH Programme.

These are only illustrative and are there as a jog to memory.

The attached assessment form is meant to be completely, largely, on the basis of memory recall.

**Please Fill Each Form Separately for Each Category and Method**

**Contact Details for Clarifications / Explanations**

Zafar H. Ismail

Tel: (00 92 51) 229 0811 Cell (00 92 321) 515 5469

E-mail: zhismail@khi.comsats.net.pk

**Technical Resource Facility (TRF)**  
**TA Assignment: Development of Monitoring Mechanism and Tools for Procurement Cycle of National MNCH Programme and Strategies for Implementation of Tools**

**Assessment Form for the MNCH Programme’s Procedures on Procurement**

Step	Person Responsible for		# of Days Allowed for Each Step
	Preparing Documents	Approving Documents or Payments	

**Instructions for Filling**

1. Please complete the attached Form separately for each Category and Method
2. For each of the following categories please provide a list of the steps involved in procurement starting with the identification of need to the final payment of bills.
3. The term **Person responsible for** means who is responsible. The answer SHOULD NOT BE a name, but the position / designation, e.g., Joint Secretary or Senior Resident Medical Officer or Director
4. **Preparing documents** means preparing the first draft which is then approved by someone else
5. **Approving documents or payments** means who authorizes this
6. **# of days allowed for each step** the amount of time which you budget for each step
7. To create a new row go to last bottom right column and press tab button
8. Use MSWord for completing the form.
9. For each category and type of procurement method create a separate file
10. Name the files clearly indicating the Category of Procurement and Type of Procurement Method used.
11. Create a Master List of Files in an MS Word Format.

## Attachment to Form AF - 01

## Technical Resource Facility (TRF)

## TA Assignment: Development of Monitoring Mechanism and Tools for Procurement Cycle of National MNCH Programme and Strategies for Implementation of Tools

Standard steps in a procurement cycle

#	Goods
1	Collecting information on Goods which might be procured / required in the year
2	Preparing the Annual Procurement Plan
3	Including the timeline when the Work is to be started and either completed or substantially completed before the end of the year
4	Obtaining permission for the Annual Work Plan
5	Obtaining request for procuring goods from concerned sections
6	Obtaining / preparing broad description / specifications of goods for procurement including <ul style="list-style-type: none"> <li>a. Quantity</li> <li>b. Packing</li> <li>c. Delivery Schedule</li> <li>d. Place(s) of delivery</li> </ul>
7	Obtaining / estimating financial value of proposed procurement
8	Preparing the request for purchase / procurement
9	Preparing specifications / description of goods
10	Entering the initiation of the procurement in the Procurement Register along with description, specifications and quantity of goods involved
11	Approval by authorized person

**Local Shopping****If Not Local Shopping Go to Section on Tendering for Goods**

12	Entering the approval of the procurement in the Procurement Register
13	Obtaining three quotations
14	Entering the details of quotations received in the Procurement Register
15	Preparing recommendation for selection of supplier
16	Entering the recommendation of the selection of supplier in the Procurement Register
17	Approval by authorized person
18	Entering the approval of the selection of supplier in the Procurement Register
19	Preparing the Purchase Order
20	Entering the details of the purchase order in the Procurement Register
21	Signing the purchase order by authorized person
22	Issuing the purchase order
23	Entering the date of issue of PO in the procurement register
24	Entering expected date of delivery in the procurement register
25	If an advance has to be made, issuing instructions for or advance payment cheque to be prepared
26	Entering details of cheque issued and withholding tax deducted
27	Issuing cheque and relevant copy of tax deposit challan

28	Obtaining stamped receipt for cheque
29	Entering details of receipt
30	Sending receipt to accounts / finance department
31	Tracking delivery
32	In the event of delay following up and taking remedial action
33	Entering details of remedial action in the procurement register

<b>Tendering For Goods</b>	
<b>Prequalification of Suppliers</b>	
34	Preparing notice of pre-qualification
35	Preparing and obtaining approval of criteria for pre-qualification
36	Obtaining approval for this notice and its publication in print media and uploading on the website(s) of the entity and / or the PPRA
41	Entering details of receipt
42	Sending receipt to accounts / finance department
43	On receipt of second and subsequent batches of goods repeating steps 24 to 36 for each batch of goods until final payment
44	Ensuring that pre-qualification report is prepared, approved and filed
45	Preparing letter(s) of pre-qualification
46	Obtaining approval and signature(s) on pre-qualification letter
47	Issuing letter(s) of pre-qualification

<b>Initiation the Bidding Process</b>	
48	Obtaining permission to start procurement
49	Entering details of procurement of works in the procurement register
50	Establishing applicable preferential procurement policy
51	Establishing contract and pricing strategy
52	Establishing targeting strategy
53	Establishing procurement procedure
54	Obtaining approval for procurement strategies that are and the procedure that is to be adopted
55	Prepare pre-qualification and / or tender documents, as appropriate, that are compatible with the approved procurement strategies
56	Obtaining approval for Bid Documents and Letter of Invitation
57	Preparing letter of invitation to submit tenders / bids
58	Issuing Letters of Invitation
59	Receiving applications for Bid Documents etc
60	Entering details of requests received in procurement register
61	Issuing receipts for cost of documents (if any)
62	Issuing Bid Documents
63	Entering details in procurement register

<b>Bid Receipt and Opening</b>	
64	Receiving bids / proposals submitted in person or by post to receiving authority
65	Issuing notice of meeting of the appropriate entity-wide Goods Procurement Bid Committee, or for a specific project or procurement (established as per rules) to open completed bid documents or proposals
66	Ensuring that bidders carry the authorisation letter allowing them to participate in the bid opening
67	Ensuring that attendance sheet is signed by all members of the Committee and the authorised representative(s) of the bidders
68	Ensure that arrangements are in place to receive tender offers / expressions of interest and return unopened those that are received late, are delivered not in accordance with instructions given to tenderers or where only one tender is received and it is decided to call for fresh tenders
69	Checking the completeness of bids against a checklist for completeness of bid
70	Preparing a summary of the bid opening and having this signed by the members of the committee present and by the bidders or their representatives
71	Ensuring that original copies of Bids are signed, scrutinized for completeness of conditions stated in the invitation to bid and data recorded in the procurement register

<b>Bid Evaluation</b>	
72	Preparing criteria for the evaluation of bids / proposals
73	Seeking approval from concerned authorities
74	Ensuring these are reflected in the bid documents
75	Ensuring the safe custody of the original bids / proposals tendered
76	Entering details of non-rejected bids / proposals in the procurement register
77	Preparing the format for recording the result of evaluation of individual bids / proposals
78	Circulating copies of the technical proposals to the members of the Bid Evaluation Committee and entering details in the procurement register
79	Ensuring that Committee Members themselves evaluate bids
80	Compiling the results of the Bid evaluation
81	Preparing the Bid report
82	Approving the Bid report by the competent authority
83	Entering the result of the Bid evaluation in the procurement register
84	Preparing letter of invitation to bidders to attend the meeting announcing the result of the Bid evaluation
85	Preparing the attendance sheet and recording the attendance
86	Announcing the results of the evaluation
87	Responding to any queries raised
88	Preparing minutes of the meeting
89	Signing the minutes
90	Recording the minutes in the procurement register

<b>Receipt of Goods</b>	
91	On physical receipt of goods entering date of receipt, condition of goods, adherence to specifications, packing etc in the procurement register
92	Advising the section concerned initiating the request to inspect the goods and entering the date on which the advice was sent and received in the procurement register
93	Entering the date when the inspection was initiated and the inspection report received in the procurement register
94	Issuing instructions for preparation of cheque for instalment / part payment (if more than one delivery

95	is to be made) Entering details of part payment cheque issued and withholding tax deducted in the procurement register
96	Issuing cheque and relevant copy of tax deposit challan
97	Obtaining stamped receipt for cheque
98	Entering details of receipt
99	Sending receipt to accounts / finance department
100	On receipt of second and subsequent batches of goods repeating steps 24 to 36 for each batch of goods until final payment
101	Preparing procurement summary and procurement report highlighting variations from scheduled dates, explaining the reasons for delays and the remedies taken

#	Works
<b>I</b>	<b>Procurement Planning</b>
1	Collecting information on works which might be started in the year
2	Preparing the Annual Procurement Plan
3	Including the timeline when the Work is to be started before the end of the year and when it will be completed
4	Obtaining permission for the Annual Work Plan

<b>II</b>	<b>Requirement Identification</b>
5	Obtaining request for Works from technical sections
6	Obtaining / Preparing broad scope of work for procurement including <ul style="list-style-type: none"> <li>e. Employer's objectives</li> <li>f. Overview of the works</li> <li>g. Extent of the works</li> <li>h. Location of the works</li> </ul>
7	Obtaining / Estimating financial value of proposed procurement
8	Obtaining permission to include request in the Annual Procurement Plan

<b>III</b>	<b>Enlistment of Contractors</b>
9	Preparing notice of enlistment
10	Preparing and obtaining approval of criteria for enlistment
11	Obtaining approval for this notice and its publication in print media and uploading on the website(s) of the entity and / or the PPRA
12	Issuing instructions for release of advertisement
13	Uploading the advertisement on the website(s)
14	Receiving and recording requests in the Enlistment Register
15	Checking that all required information is available
16	In the event of a shortcoming issuing letter(s) for provision of missing information
17	On receipt of completing information prepare recommendations for award of category / limit
18	Obtaining approval
19	Preparing letter(s) of enlistment and categorization
20	Obtaining approval and signature(s) on enlistment letter
21	Issuing letter(s) of enlistment
<b>IV</b>	<b>Prequalification of Contractors</b>

22	Preparing notice of pre-qualification
23	Preparing and obtaining approval of criteria for pre-qualification
24	Obtaining approval for this notice and its publication in print media and uploading on the website(s) of the entity and / or the PPRA
25	Issuing instructions for release of advertisement
26	Uploading the advertisement on the website(s)
27	Receiving and recording requests in the Procurement Register
28	Checking that all required information is available
29	In the event of a shortcoming issuing letter(s) for provision of missing information
30	Establishing a Works Procurement Pre-qualification Committee or a Works Procurement Bid Committee either entity-wide, specific project or procurement as per rules
31	On receipt of completing information preparing documents of prequalification for submission to the concerned Committee
32	Ensuring that pre-qualification report is prepared, approved and filed
33	Preparing letter(s) of pre-qualification
34	Obtaining approval and signature(s) on pre-qualification letter
35	Issuing letter(s) of pre-qualification

<b>V</b>	<b>Initiation the Bidding Process</b>
36	Obtaining permission to start procurement
37	Entering details of procurement of works in the procurement register
38	Establishing applicable preferential procurement policy
39	Establishing contract and pricing strategy
40	Establishing targeting strategy
41	Establishing procurement procedure
42	Obtaining approval for procurement strategies that are and the procedure that is to be adopted
43	Prepare pre-qualification and / or tender documents, as appropriate, that are compatible with the approved procurement strategies
44	Obtaining approval for Bid Documents and Letter of Invitation
45	Preparing letter of invitation to submit tenders / bids
46	Issuing Letters of Invitation
47	Receiving applications for Bid Documents etc
48	Entering details of requests received in procurement register
49	Issuing receipts for cost of documents (if any)
50	Issuing Bid Documents
51	Entering details in procurement register

<b>VI</b>	<b>Pre-Bid / Proposal Meeting and Site Visit</b>
52	Receiving requests for clarification
53	Compiling responses to clarifications sought
54	Obtaining approval for pre-bid meeting and / or site visit
55	Issuing invitations to pre-bid meeting and / or site visit
56	Responding to written and in-meeting / visit clarifications sought
57	Preparing pre-bid meeting minutes and / or site visit reports
58	Obtaining approval of pre-bid minutes of the meeting and / or site visit reports
59	Issuing minutes / reports to all bidders who had obtained bid documents

60	Enter all of the above in the procurement register
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<b>VII</b>	<b>Bid / Proposal Receipt and Opening</b>
61	Receiving bids / proposals submitted in person to receiving authority
62	Issuing notice of meeting of the appropriate entity-wide Works Procurement Bid Committee, or for a specific project or procurement (established as per rules) to open completed bid documents or proposals
63	Ensuring that bidders carry the authorisation letter allowing them to participate in the bid opening
64	Ensuring that attendance sheet is signed by all members of the Committee and the authorised representative(s) of the bidders
65	Ensure that arrangements are in place to receive tender offers / expressions of interest and return unopened those that are received late, are delivered not in accordance with instructions given to tenderers or where only one tender is received and it is decided to call for fresh tenders
66	Checking the completeness of proposal against a checklist for completeness of proposal / bid
67	Preparing a summary of the bid opening and having this signed by the members of the committee present and by the bidders or their representatives
68	Ensuring that Financial Proposal envelopes are signed by members of the committee present and are handed over for safe custody to the concerned official
69	Ensuring that original copies of Technical proposals are signed, scrutinized for completeness of conditions stated in the invitation to bid and data recorded in the procurement register

<b>VIII</b>	<b>Bid / Proposal Evaluation</b>
70	Preparing criteria for the evaluation of bids / proposals
71	Seeking approval from concerned authorities
72	Ensuring these are reflected in the bid documents
73	Ensuring the safe custody of the original bids / proposals tendered
74	Entering details of non-rejected bids / proposals in the procurement register
75	Preparing the format for recording the result of evaluation of individual bids / proposals
76	Circulating copies of the technical proposals to the members of the Bid Evaluation Committee and entering details in the procurement register
77	Ensuring that committee members themselves evaluate bids / proposals
78	Compiling the results of the technical proposal evaluation
79	Preparing the technical evaluation report
80	Approving the technical evaluation report by the competent authority
81	Entering the result of the technical proposal evaluation in the procurement register
82	Preparing letter of invitation to bidders / proposers to attend the meeting announcing the result of the technical proposal evaluation
83	Preparing the attendance sheet and recording the attendance
84	Announcing the results of the evaluation
85	Responding to any queries raised
86	Preparing minutes of the meeting
87	Signing the minutes
88	Recording the minutes in the procurement register
89	Opening the financial proposals from successful tenderers qualifying in the evaluation of the technical proposal / bids
90	Checking for completeness of proposals / bid
91	Announcing the bid / proposal price for each qualifying bidder / proposer
92	Preparing minutes of the meeting

93	Signing minutes
94	Recording proceedings of the meeting in the procurement register
95	Scrutinising financial proposals for responsiveness, accuracy and missing / additional items
96	Re-estimating financial proposals / bids to arrive at evaluated cost
97	Compiling comparative analysis of financial proposals / bids
98	Approving this by committee members
99	Preparing combined result of evaluation

<b>IX</b>	<b>Award Recommendation</b>
100	Performing a risk analysis on the bidder / proposer ranked highest in terms of the tender evaluation
101	Repeating the above until a risk-acceptable bidder / proposer is found
102	Preparing composite tender evaluation report (technical + financial+ risk analysis)
103	Approving this by committee members
104	Entering details in the procurement register
105	Notifying in writing the successful proposer / bidder and unsuccessful bidder / proposer
106	Assembling contract document from the relevant tender returnable and draft contract issued to Bidders / proposers, capturing all the changes that were agreed to between the offer and acceptance
107	Upload information on entity website and on that of the PPRA

<b>X</b>	<b>Contract Negotiations and Award</b>
108	Preparing letter of invitation for commencement of negotiations
109	Entering details in procurement register
110	Preparing draft contract
111	Negotiating the contract
112	Finalising the contract
113	Signing the contract
114	Issue notice of and details of Contract Award and upload this to entity and PPRA websites

<b>XI</b>	<b>Contract Management</b>
115	Entering expected date of commencement in the procurement register
116	If an advance has to be made, issuing instructions for advance payment cheque to be prepared
117	Entering details of cheque issued and withholding tax deducted in the procurement register
118	Issuing cheque and relevant copy of tax deposit challan
119	Obtaining stamped receipt for cheque
120	Entering details of receipt
121	Sending receipt to accounts / finance department
122	Tracking performance
123	In the event of delay following up and taking remedial action
1241	Entering details of remedial action in the procurement register
125	On completion of stages in the delivery of the contracted output entering date of completion and other relevant details procurement register
126	Advising the section concerned initiating the request to inspect the works and entering the date on which the advice was sent and received in the procurement register
127	Entering the date when the inspection was initiated and the inspection report received in the

	procurement register
128	Issuing instructions for preparation of cheque for instalment / part payment (if more than one delivery is to be made)
129	Entering details of part payment cheque issued and withholding tax deducted in the procurement register
130	Issuing cheque and relevant copy of tax deposit challan
131	Obtaining stamped receipt for cheque
132	Entering details of receipt
133	Sending receipt to accounts / finance department
134	On completion of second and subsequent stages in the production of the contracted output repeating steps 125 to 133 for each stage until the final payment
135	Prepare procurement summary and procurement report highlighting variations from scheduled dates, explaining the reasons for delays and the remedies taken

#	Professional And Other Services
<b>I</b>	<b>Procurement Planning</b>
1	Collecting information on works which might be started in the year
2	Preparing the Annual Procurement Plan
3	Including the timeline when the Work is to be started before the end of the year and when it will be completed
4	Obtaining permission for the Annual Work Plan

II	Requirement Identification
5	Obtaining request for services from technical sections
6	Obtaining / preparing broad scope of work for procurement including <ul style="list-style-type: none"> <li>a. Employer's objectives</li> <li>b. Overview of the services</li> <li>c. Extent of the services</li> <li>d. Location of the services</li> </ul>
7	Obtaining / estimating financial value of proposed procurement
8	Obtaining permission to include request in the Annual Procurement Plan

III	Enlistment of Contractors
9	Preparing notice of enlistment
10	Preparing and obtaining approval of criteria for enlistment
11	Obtaining approval for this notice and its publication in print media and uploading on the website(s) of the entity and / or the PPRA
12	Issuing instructions for release of advertisement
13	Uploading the advertisement on the website(s)
14	Receiving and recording requests in the Enlistment Register
15	Checking that all required information is available
16	In the event of a shortcoming issuing letter(s) for provision of missing information
17	On receipt of completing information prepare recommendations for award of category / limit
18	Obtaining approval
19	Preparing letter(s) of enlistment and categorization

20	Obtaining approval and signature(s) on enlistment letter
21	Issuing letter(s) of enlistment

<b>IV</b>	<b>Prequalification of Contractors</b>
23	Preparing notice of pre-qualification
24	Preparing and obtaining approval of criteria for pre-qualification
25	Obtaining approval for this notice and its publication in print media and uploading on the website(s) of the entity and / or the PPRA
26	Issuing instructions for release of advertisement
27	Uploading the advertisement on the website(s)
28	Receiving and recording requests in the Procurement Register
29	Checking that all required information is available
30	In the event of a shortcoming issuing letter(s) for provision of missing information
31	Establishing a Services Procurement Bid Committee either entity-wide, specific project or procurement as per rules
32	On receipt of completing information preparing documents of prequalification for submission to the concerned committee
33	Ensuring that pre-qualification report is prepared, approved and filed
34	Preparing letter(s) of pre-qualification
35	Obtaining approval and signature(s) on pre-qualification letter
	Issuing letter(s) of pre-qualification

<b>V</b>	<b>Initiation the Bidding Process</b>
36	Obtaining permission to start procurement
37	Entering details of procurement of services in the procurement register
38	Establishing applicable preferential procurement policy
39	Establishing contract and pricing strategy
40	Establishing targeting strategy
41	Establishing procurement procedure
42	Obtaining approval for procurement strategies that are and the procedure that is to be adopted
43	Prepare pre-qualification and / or tender documents, as appropriate, that are compatible with the approved procurement strategies
44	Obtaining approval for Bid Documents and Letter of Invitation
45	Preparing letter of invitation to submit tenders / bids
46	Issuing Letters of Invitation
47	Receiving applications for Bid Documents etc
48	Entering details of requests received in procurement register
49	Issuing receipts for cost of documents (if any)
50	Issuing Bid Documents
51	Entering details in procurement register

<b>VI</b>	<b>Pre-Bid / Proposal Meeting and Site Visit</b>
52	Receiving requests for clarification
53	Compiling responses to clarifications sought

54	Obtaining approval for pre-bid meeting and / or site visit
55	Issuing invitations to pre-bid meeting and / or site visit
56	Responding to written and in-meeting / visit clarifications sought
57	Preparing pre-bid meeting minutes and / or site visit reports
58	Obtaining approval of pre-bid minutes of the meeting and / or site visit reports
59	Issuing minutes / reports to all bidders who had obtained bid documents
60	Enter all of the above in the procurement register

<b>VII</b>	<b>Bid / Proposal Receipt and Opening</b>
61	Receiving bids / proposals submitted in person to receiving authority
62	Issuing notice of meeting of the appropriate entity-wide Services Procurement Bid Committee, or for a specific project or procurement (established as per rules) to open completed bid documents or proposals
63	Ensuring that bidders carry the authorisation letter allowing them to participate in the bid opening
64	Ensuring that attendance sheet is signed by all members of the Committee and the authorised representative(s) of the bidders
65	Ensure that arrangements are in place to receive tender offers / expressions of interest and return unopened those that are received late, are delivered not in accordance with instructions given to tenderers or where only one tender is received and it is decided to call for fresh tenders
66	Checking the completeness of proposal against a checklist for completeness of proposal / bid
67	Preparing a summary of the bid opening and having this signed by the members of the committee present and by the bidders or their representatives
68	Ensuring that Financial Proposal envelopes are signed by members of the committee present and are handed over for safe custody to the concerned official
69	Ensuring that original copies of Technical proposals are signed, scrutinized for completeness of conditions stated in the invitation to bid and data recorded in the procurement register

<b>VIII</b>	<b>Bid / Proposal Evaluation</b>
70	Preparing criteria for the evaluation of bids / proposals
71	Seeking approval from concerned authorities
72	Ensuring these are reflected in the bid documents
73	Ensuring the safe custody of the original bids / proposals tendered
74	Entering details of non-rejected bids / proposals in the procurement register
75	Preparing the format for recording the result of evaluation of individual bids / proposals
76	Circulating copies of the technical proposals to the members of the Bid Evaluation Committee and entering details in the procurement register
77	Ensuring that Committee Members themselves evaluate bids / proposals
78	Compiling the results of the technical proposal evaluation
79	Preparing the technical evaluation report
80	Approving the technical evaluation report by the competent authority
81	Entering the result of the technical proposal evaluation in the procurement register
82	Preparing letter of invitation to bidders / proposers to attend the meeting announcing the result of the technical proposal evaluation
83	Preparing the attendance sheet and recording the attendance

84	Announcing the results of the evaluation
85	Responding to any queries raised
86	Preparing minutes of the meeting
87	Signing the minutes
88	Recording the minutes in the procurement register
89	Opening the financial proposals from successful tenderers qualifying in the evaluation of the technical proposal / bids
90	Checking for completeness of proposals / bid
91	Announcing the bid / proposal price for each qualifying bidder / proposer
92	Preparing minutes of the meeting
93	Signing minutes
94	Recording proceedings of the meeting in the procurement register
95	Scrutinising financial proposals for responsiveness, accuracy and missing / additional items
96	Re-estimating financial proposals / bids to arrive at evaluated cost
97	Compiling comparative analysis of financial proposals / bids
98	Approving this by committee members
99	Preparing combined result of evaluation

<b>IX</b>	<b>Award Recommendation</b>
100	Performing a risk analysis on the bidder / proposer ranked highest in terms of the tender evaluation
101	Repeating the above until a risk-acceptable bidder / proposer is found
102	Preparing composite tender evaluation report (technical + financial+ risk analysis)
103	Approving this by committee members
104	Entering details in the procurement register
105	Notifying in writing the successful proposer / bidder and unsuccessful bidder / proposer
106	Assembling contract document from the relevant tender returnable and draft contract issued to Bidders / proposers, capturing all the changes that were agreed to between the offer and acceptance
107	Upload information on entity website and on that of the PPRA

<b>X</b>	<b>Contract Negotiations and Award</b>
108	Preparing letter of invitation for commencement of negotiations
109	Entering details in procurement register
110	Preparing draft contract
111	Negotiating the contract
112	Finalising the contract
113	Signing the contract
114	Issue notice of and details of Contract Award and upload this to entity and PPRA websites

XI	Contract Management
115	Entering expected date of commencement in the procurement register
116	If an advance has to be made, issuing instructions for advance payment cheque to be prepared
117	Entering details of cheque issued and withholding tax deducted in the procurement register
118	Issuing cheque and relevant copy of tax deposit challan
119	Obtaining stamped receipt for cheque
120	Entering details of receipt
121	Sending receipt to accounts / finance department
122	Tracking performance
123	In the event of delay following up and taking remedial action
124	Entering details of remedial action in the procurement register
125	On completion of stages in the delivery of the contracted output entering date of completion and other relevant details procurement register
126	Advising the section concerned initiating the request to inspect the services and entering the date on which the advice was sent and received in the procurement register
127	Entering the date when the inspection was initiated and the inspection report received in the procurement register
128	Issuing instructions for preparation of cheque for instalment / part payment (if more than one delivery is to be made)
129	Entering details of part payment cheque issued and withholding tax deducted in the procurement register
130	Issuing cheque and relevant copy of tax deposit challan
131	Obtaining stamped receipt for cheque
132	Entering details of receipt
133	Sending receipt to accounts / finance department
134	On completion of second and subsequent stages in the production of the contracted output repeating steps 121 to 129 for each stage until the final payment
135	Prepare procurement summary and procurement report highlighting variations from scheduled dates, explaining the reasons for delays and the remedies taken

**Technical Resource Facility (TRF)**

**TA Assignment: Development of Monitoring Mechanism and Tools for Procurement Cycle of National MNCH Programme and Strategies for Implementation of Tools**

**Assessment Form on Annual Procurement since the Inception of the MNCH Programme**

**Instructions :**

1. Please complete the attached Form separately for each Category and Method
2. Use MSWord for completing the form.
3. For each category and type of procurement method create a separate file
4. Name the files clearly indicating the Category of Procurement and Type of Procurement Method used.
5. Create a Master List of Files in an MS Word Format.

**A: Goods**

**Category:** \_\_\_\_\_

**Method of Procurement (Circle)**

Request for Quotation	Direct Contracting	Negotiated Tendering	Open Competitive Bidding Through Advertising				Other (Specify)
			Single Stage		Two Stage	Two Stage Two Envelope	
			One Envelope	Two Envelope			

Information Required	Response	Remarks
Number of procurements		
Value of procurements		
Number of procurements for which awards were published		
Average time lapse between advertisement / invitation and receipt of quotations		
Average number of bidders per occasion		
Average number of responsive bids (accepted for evaluation)		
Average number of days between receipt of quotations / bids and signing of purchase order / contract Number of cancelled bid opportunities Number of procurements where protests were lodged Number of protests resulting in changes to outcome of bidding process		
Number of contracts where disputes were not resolved		
Number of contracts which were amended		
Average increase in contract amount where contracts were amended		
Percentage of contracts resulting in full and acceptable performance		
Average cost over-run as % of accepted value		
Average time delay as % of agreed time		
Average number of payments per contract		
Average number of payments made after due date		

**B: Works**

**Category:** \_\_\_\_\_

**Method of Procurement (Circle)**

Request for quotation	Direct Contracting	Negotiated Tendering	Open Competitive Bidding through Advertising			Other (specify)
			Single stage	Two Stage	Two Stage Two envelope	

Information Required	Response	Remarks
Number of procurements		
Value of procurements		
Number of procurements which required pre-qualifications		
Number of RFPQ advertised in national newspapers		
Average number of applicants per occasion of RFPQ		
Average Time lapse between RFPQ and receipt of submissions		
Average number of applicants for pre-qualification		
Average number of applicants prequalified		
Number of RFPQs for which results were published in the print media or posted on the website		
Number of procurements advertised		
Average number of applicants		
Average number of responsive bids / proposals (accepted for evaluation)		
Average time lapse between RFQ / RFP and receipt of bid submissions		
Average time lapse between bid submission and acceptance of bid		
Average number of days between acceptance of bid and signing of contract		
Number of cancelled bid opportunities		
Number of procurements where protests were lodged		
Number of protests resulting in changes to outcome of bidding process		
Number of contracts where disputes were not resolved		
Number of contracts which were amended		
Average increase in contract amount where contracts were amended		

<b>Information Required</b>	<b>Response</b>	<b>Remarks</b>
Average number of variation orders issued per contract		
Percentage of contracts resulting in full and acceptable performance		
Average cost over-run as % of accepted value		
Average time delay as % of agreed time		
Average number of payments per contract		
Average number of payments made after due date per Contract		

NOTE: RFPQ = Request for Prequalification; RFP=Request for Proposal

**C: Services and Consulting Services**

Category: \_\_\_\_\_

**Method of Procurement (Circle)**

Request for quotation	Direct Contracting	Negotiated Tendering	Open Competitive Bidding through Advertising			Other (specify)
			Single stage	Two Stage	Two Stage Two envelope	

Information Required	Response	Remarks
Number of procurements		
Value of procurements		
Number of procurements which require pre-qualifications		
Average number of applicants per occasion of RFPQ		
Average time lapse between RFPQ and receipt of submissions		
Average number of applicants for pre-qualification		
Average number of applicants prequalified		
Number of RFPQs for which results were published		
Average number of procurements advertised		
Average number of applicants		
Average number of responses received		
Average time lapse between issue of RFP and receipt of responses		
Average number of responses rejected at opening of technical proposals		
Average number of proposals rejected for being non-responsive		
Average time lapse between submission of proposals and completion of technical evaluation report		
Average time Lapse between completion of Technical Evaluation Report and its acceptance by Competent Authority		
Average time lapse between acceptance of TER and completion of Financial Evaluation		
Average time lapse between completion of Financial Evaluation and announcement of combined results of evaluation		
Average time Lapse between announcement of		

Information Required	Response	Remarks
combined results of evaluation and signing of contract		
Number of cancelled bid opportunities		
Number of procurements where protests were lodged		
Number of protests resulting in changes to outcome of bidding process		
Number of contracts where disputes were not resolved		
Number of contracts which were amended		
Average increase in contract amount where contracts were amended		
Average number of amendments issued per contract		
Percentage of contracts resulting in full and acceptable performance Average cost over-run as % of accepted value Average time delay as % of agreed time Average number of payments per contract Average number of payments made after due date		

NOTE: RFP = Request for Proposal



**Technical Resource Facility (TRF)**

**TA Assignment: Development of Monitoring Mechanism and Tools for Procurement Cycle of National MNCH Programme and Strategies for Implementation of Tools**

**Detailed Assessment Form of Sample of Procurements since Inception**

For the Fiscal Year 1 July \_\_\_\_ to 30 June \_\_\_\_

**A: Goods and Works**

	Request for quotations	Direct Contracting	Negotiated Tendering	Open Competitive Bidding			
				Single stage		Two Stage	Two Stage Two envelope
Number of Procurements							
Value of Procurements							
Average cost over-run as % of accepted value							
Average time delay as % of agreed time							

**B: Services and Consulting Services**

	Single Source	Consultant Qualification	Open Competitive Bidding			
			Single stage		Two Stage	Two Stage Two envelope
			One envelope	Two envelope		
Number of procurements						
Value of procurements						
Average cost over-run as % of accepted value						
Average time delay as % of agreed time						

For each procurement (either initiated in the reporting year or spilling over from the previous year) worth not less than the minimum threshold value assigned to each category, please provide the following information:

Data / Information		Response	
1. Category			
Current Expenditure or Maintenance and Operating Expenses (MOE)	Minimum Threshold Value	Development Expenditure or Capital Outlay (CO)	Minimum Threshold Value (Pak Rupees)
1.Repair and Maintenance	(Pak Rupees)	1. Land and Land Improvement	0.00 million
2.Supplies and Materials	0.25 million	2. Buildings and Structures	1.00 million
3.Training and Scholarship Expenses	0.50 million	3. Furniture and Fixtures	0.50 million
4.Professional Services	0.50 million	4. Transportation Equipment	0.50 million
5.Printing and Binding Expenses	1.00 million	5. Machinery and Equipment	0.50 million
6.Advertising Expenses	0.25 million	6. Public Infrastructure	1.00 million
		7. Office Equipment	0.25 million
2. Description of Item / Service procured			
3. Estimated Value			
4. Under which Law, Regulation or Rule was this procurement undertaken?			

Prequalification / Enlistment	
5. Date of invitation to prequalify, enlist issued	
6. List of newspapers in which advertisement appeared	
7. Date advertisement appeared	
8. Number of days given for response / last date for receiving response	
9. Was an extension provided? If yes, for how many days and what were the reasons for the extension?	
10. If yes, was this advertised and in which newspapers?	
11. Did pre-qualification / enlistment require a fee to be paid? If yes, how much was this?	
12. How many applications were received?	
13. How many were accepted?	
14. What were the reasons for not accepting applications?	

**Bidding To Completion: Goods**

15. When was an Invitation to bid advertised?	
16. In which newspapers was this done?	
17. How many days were allowed for receiving responses?	
18. If an extension was provided, how many days extension was given, and why was extension granted?	
19. Date of receipt of bids	
20. How many bids for supply of goods were received?	
21. How many were accepted for evaluation?	
22. Value of accepted bid	
23. Was this the lowest bid	Yes [ ] No [ ]
24. If not, give justification for accepting this?	
25. Who was the competent authority to approve this bid?	
26. Date on which the accepted bid was approved by the competent authority	
27. Was this within the time allowed between acceptance and approval?	Yes [ ] No [ ]
28. If no, what were the reasons for delay?	
29. How was any objection overcome?	
30. Date on which the contract was signed?	
31. If a delay occurred, by how many days was this delayed	
32. What was the reason for the delay and how was it resolved?	
33. Was an advance required to be paid? If yes when was this due? And when was it actually paid?	Yes [ ] No [ ]  Due on _____  Paid on _____
34. If there was a delay, why did it occur and how was this resolved?	
35. In how many stages was full payment to be made?	

36. When and how much was due? When and how much was paid?	<b>Due Date</b>	<b>Due Amt</b>	<b>Payment Date</b>	<b>Payment Amount</b>
37. If delays occurred give reasons for delay?				
38. If full payment was not made, why not?				
39. When were deliveries of goods due and when were they made:	<b>Due Date</b>	<b>Due Amt</b>	<b>Payment Date</b>	<b>Payment Amount</b>

Inception To Completion : Works	
40. When was an Invitation to Bid advertised?	
41. In which newspapers was this done?	
42. How many days were allowed for receiving responses?	
43. If an extension was provided, how many days extension was given, and why was extension granted?	
44. Tender specifications and / or bidding documents issued to how many?	
45. Response time given in number of days after last date from last date for collection of documents	
46. Fees charged for providing specifications / drawings / bid documents	
47. Number of bids received	
48. Number of bids rejected	
49. Reasons for rejection	
50. Value of accepted bid	
51. Was this the most responsive bid	Yes [ ] No [ ]
52. Who was the competent authority to	

approve this bid?																									
53. Date on which the accepted bid was approved by the competent authority																									
54. Was this within the time allowed between acceptance and approval?	Yes [ ] No [ ]																								
55. If no, what were the reasons for delay?																									
56. How was any objection overcome?																									
57. Date on which the contract was signed?																									
58. If a delay occurred, by how many days was this delayed																									
59. What was the reason for the delay and how was it resolved?																									
60. Was an advance required to be paid? If yes when was this due? And when was it actually paid?	Yes [ ] No [ ] Due on _____ Paid on _____																								
61. If there was a delay, why did it occur and how was this resolved?																									
62. In how many stages was full payment to be made?																									
63. What were the dates for each stage to be completed, how much was claimed, when was each stage completed and how much was paid against the invoice submitted	<table border="1"> <thead> <tr> <th>Due Date</th> <th>Billed Amount</th> <th>Payment Date</th> <th>Payment Amount</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Due Date	Billed Amount	Payment Date	Payment Amount																				
Due Date	Billed Amount	Payment Date	Payment Amount																						
64. If delays occurred give reasons for delay?																									
65. How was each delay resolved?																									
66. If full payment was not made, give reasons for why not for each delayed payment?																									

<b>Inception To Completion : Consulting Services</b>	
67. When was an Invitation to submit Expressions of Interest advertised?	
68. In which newspapers was this done?	

69. How many days were allowed for receiving responses?													
70. If an extension was provided, how many days extension was given, and why was extension granted?													
71. How many EOIs were received?													
72. How many were short-listed?													
73. What were the criteria used for short-listing?													
74. How many EOIs met the criteria but were not short-listed?													
75. What were the reasons for non-inclusion?													
76. How much time was given for short-listing?													
77. How much time elapsed between receipt of EOIs and preparation of short-list?													
78. If there was a delay, explain why?													
79. Bidding documents issued to how many?													
80. Fees Charged for providing bid documents													
81. Response time given for submission of Requests for Proposal													
82. Number of RFPs received													
83. Number of RFPs rejected at the time of receipt													
84. Reasons for rejection													
85. Criteria used for technical evaluation													
86. What was the composition of the evaluation committee? Please provide details	<table border="1"> <thead> <tr> <th>Position / Title</th> <th>Department</th> <th>Qualifications</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Position / Title	Department	Qualifications									
Position / Title	Department	Qualifications											
87. Time provided for technical evaluation?													
88. Time actually take for completing evaluation and preparing evaluation report?													
89. If a delay occurred please give reasons													
90. Who was the competent authority to approve this evaluation?													
91. If not approved give reasons why not?													

92. If re-evaluation was undertaken, was the composition of the technical evaluation committee changed?	Yes [ ] No [ ]												
93. If yes, please give the full composition of the changed committee	<table border="1"> <thead> <tr> <th data-bbox="787 317 982 363">Position / Title</th> <th data-bbox="982 317 1149 363">Department</th> <th data-bbox="1149 317 1344 363">Qualifications</th> </tr> </thead> <tbody> <tr> <td data-bbox="787 363 982 409"></td> <td data-bbox="982 363 1149 409"></td> <td data-bbox="1149 363 1344 409"></td> </tr> <tr> <td data-bbox="787 409 982 455"></td> <td data-bbox="982 409 1149 455"></td> <td data-bbox="1149 409 1344 455"></td> </tr> <tr> <td data-bbox="787 455 982 501"></td> <td data-bbox="982 455 1149 501"></td> <td data-bbox="1149 455 1344 501"></td> </tr> </tbody> </table>	Position / Title	Department	Qualifications									
Position / Title	Department	Qualifications											
94. How much time did it take the revised committee take to finalise the evaluation report. Also give date when report was submitted to competent authority for approval													
95. If the total time lapse was beyond the validity of the financial proposal, was an extension request made	Yes [ ] No [ ]												
96. If yes, how much additional time was requested													
97. How many of the short-listed organisations agreed to the extension													
98. Date on which the accepted bid was approved by the competent authority													
99. Was this within the time allowed between acceptance and approval?	Yes [ ] No [ ]												
100. If no, what were the reasons for delay?													
101. When was the result of the Technical Evaluation announced to the short-listed organisations													
102. How many of these were declared below the acceptable threshold 103. Were the value of the bids in the financial proposal, of those whose technical proposals scored more than the threshold marks, also announced at the same time	Yes [ ] No [ ]												
104. If no, give reasons for why not 105. In how many days was the financial evaluation completed and the combined evaluation report prepared 106. Was this approved by the competent authority	Yes [ ] No [ ]												

107. If not, why not?																										
108. How was this resolved, and how long did it take?																										
109. Date on which the combined evaluation was approved by the competent authority																										
110. Date when the result was communicated to the qualifying organisations																										
111. Were negotiations with the highest ranked organization successful?	Yes [ ] No [ ]																									
112. If not, why not?																										
113. How long did the negotiations last, including any failed ones																										
114. When was the contract signed																										
115. Was an advance required to be paid? If yes when was this due? And when was it actually paid?	Yes [ ] No [ ]  Due on _____  Paid on _____																									
116. If there was a delay, why did it occur and how was this resolved?																										
117. In how many instalments was full payment to be made?																										
118. Give details of payments	<table border="1"> <thead> <tr> <th>Payments due on</th> <th>Billed Date</th> <th>Billed Amount</th> <th>Payment Date</th> <th>Payment Amount</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Payments due on	Billed Date	Billed Amount	Payment Date	Payment Amount																				
Payments due on	Billed Date	Billed Amount	Payment Date	Payment Amount																						
119. If delays occurred give reasons for each delay?																										
120. How was each delay resolved?																										
121. If full payment was not made, give reasons for why not for each partial payment?																										
122. Was report completed on time?	Yes [ ] No [ ]																									
123. If not, how many days was this overdue																										
124. What were the reasons for the delay																										

## ANNEX 3: MODIFIED WORK PLAN

### Approved Work Plan

#### With Revisions Owing to Variations in Methodology and Delays in Data Collection<sup>22</sup>

Tasks		Approved Schedule	Key Deliverables and Actual Output
1	Study and review of the relevant literature, MNCH procurement capacity assessment report, procurement procedures of National MNCH Programme, Programme's PC-1, other procurement related material, and procurement assessment reports on Pakistan prepared by multi-lateral and bi-lateral development partners		
2	Review of procurement and supply chain management systems and procurement monitoring mechanism / tools of other health sector development projects like LHW Programme and Extended Programme of Immunisation in order to assess the systems being followed and determine if there is need for adaptation and improvement	17 <sup>th</sup> to 18 <sup>th</sup> June (2 work days)	Draft Work Plan and Assessment Tools were delivered on the 17 <sup>th</sup> June
3	Develop a set of assessment tools for analysis of procurement performance at the federal, provincial and regional levels. This will be in the form of a three-part set. Two of which will precede field visits for obtaining information on procedures used and summary information on procurements since the beginning of the Programme		
4	Preparation of the work plan for the TA assignment in response to the terms of reference providing her / his understanding of the assignment,		

<sup>22</sup> The activities highlighted in yellow were agreed to at the start of the project when the detailed Work Plan was being finalised. Additional Days were not provided for. The cells highlighted are additional activities consequential to a change in data collection methodology and delays in data collection by the National MNCH Programme offices.

Tasks		Approved Schedule	Key Deliverables and Actual Output
	implementation arrangement and key deliverable		
5	Sharing of the work plan with the TRF and NMNCHP in a meeting and incorporating their comments / feedback	21 <sup>st</sup> June (1 work day)	Approved Work Plan was received on 25 <sup>th</sup> June
6	Circulation of assessment tools to the federal / provincial / regional Programmes for completion. Responses to the assessment tools to be collated and submitted by the federal / provincial / regional programmes	22 <sup>nd</sup> to 30 <sup>th</sup> June (10 work days)	Activity. The Draft of the covering letter containing the Assessment Tools was submitted on 28 <sup>th</sup> June to the TRF / NPM
7	<p>b. Situation analysis through field visits (see itinerary below) to ascertain actual on-ground situations and systems in use (Form 02), verify variations from information provided through the assessment tool (Form 01) and to audit a sample of procurements (Form 03) to arrive at an estimate of time, cost and effectiveness variations</p> <p><b><u>(meetings in each location will be held with Programme Manager (2 hours), Official(s) tasked with procurement of each category of goods, works or services (2 days), Accountant General's office – concerned official handling the provincial / regional Programme disbursement (1 hour), and concerned official of the Department of Health in a decision making position handling the provincial / regional Programme (2 hours).</u></b> The meetings should be arranged in that order of preference</p>	<p><del>28<sup>th</sup> June to 22<sup>nd</sup> July</del> (24 work days) Replaced by other additional activities</p>	<p>Situation Analysis through field visits. Abandoned in favour of engaging staff involved in procurement at all MNCHP offices. The objective being that the assessment tools would be filled in by the staff and thereby negating the need for field visits</p>
	c. Concerned MNCHP staff	<b>CONSEQUENTIAL</b>	These were prepared and

Tasks	Approved Schedule	Key Deliverables and Actual Output
<p>requested that guidelines be prepared and circulated to understand the mechanics for completing the assessment forms. Preparing guidelines for completing the assessment forms. This also included a step-wise narration of standard good practice in procurement of goods, services and works.</p>	<p><b>ADDITIONAL ACTIVITIES</b></p>	<p>submitted to the TRF / NPM. These were sent to all MNCHP offices by the NPM on 15<sup>th</sup> July. A total of 5 days were spent on this activity<sup>23</sup></p>
<p>d. As concerned MNCHP staff was unable to complete these forms TRF agreed to their request to hold a three-day training workshop, for which training materials were prepared and the assessment tools, guidelines and notes were simplified.</p>	<p><b>CONSEQUENTIAL ADDITIONAL ACTIVITIES</b></p>	<p>A workshop was arranged and held in Islamabad on 9-11 August. A total of 5 days were spent on the activity<sup>24</sup></p>
<p>e. Checking the completed forms for completeness and commenting on shortcomings</p>	<p><b>CONSEQUENTIAL ADDITIONAL ACTIVITIES</b></p>	<p>The first set of forms was received from AJ&amp;K on 11<sup>th</sup> August, from FATA on 17<sup>th</sup> August, from Balochistan and KPK on 11<sup>th</sup>, from the Federal MNCHP on the 11<sup>th</sup> and from the Punjab on the 14<sup>th</sup> September. Most of the forms, particularly all Forms AF-04 required major modifications before they could be accepted. Sind has yet to return the completed assessment forms. GBMNCHP has yet to be visited as they were unable to attend the</p>

<sup>23</sup> These are to be adjusted against the 21 days agreed to for field visits in the contract

<sup>24</sup> These also are to be adjusted against the 21 days agreed to for field visits in the contract

Tasks	Approved Schedule	Key Deliverables and Actual Output
		<p>workshop.</p> <p>The Federal MNCHP had procurements which were all below threshold levels. However, Form AF 01 requires to be corrected and submitted</p> <p>A total of 8 days have been spent on checking these forms to date<sup>25</sup></p> <p>A 4-day visit to GB is scheduled for the 27<sup>th</sup> to 30<sup>th</sup> September.</p>
<p>c.Desk review of the MNCHP at the federal and provincial / regional level to assess and evaluate the procurement and supply chain management system of the Programme. This review will be conducted and documented on a step by step basis, and an in-depth analysis will determine if existing procurement procedures are being followed at federal and provincial MNCH Programmes level; the applicability and impact of Public Procurement Rules; identify gaps / bottleneck in the system and suggest improvements where necessary. This will also be based on the information provided by the federal / provincial / regional Programmes on the assessment</p>	<p>21<sup>st</sup> to 24<sup>th</sup> July (4 work days) 15<sup>th</sup> to 20<sup>th</sup> October</p>	<p>Activity. This activity is in progress. A total of 2 days have already been consumed</p>

<sup>25</sup> These also are to be adjusted against the 21 days agreed to for field visits in the contract

Tasks		Approved Schedule	Key Deliverables and Actual Output
	tools		
8	Writing the Draft report on Assessment of the Procurement Cycle <sup>26</sup>	<del>17<sup>th</sup> June to 27<sup>th</sup> July</del> (3 work days) 15 <sup>th</sup> September to 27 <sup>th</sup> October	Draft Assessment Report. The Draft Outline of the Report has been prepared. The zero drafts of chapters 1, 2 and 3 have been prepared and are being finalized. A total of 2 days has already been spent on this activity
9	Based on the assessment report, develop result oriented monitoring mechanism and tools for each activity of procurement cycle of MNCH Programme	<del>28<sup>th</sup> July to 10<sup>th</sup> August</del> (10 work days) 1 <sup>st</sup> to 15 <sup>th</sup> October	Draft Monitoring Mechanism & Tools. Work on this has been initiated. A total of 2 days has already been spent on this activity
10	Develop ( <i>draft</i> ) action plan for effective implementation of these tools at federal and provincial / regional level of the Programme	<del>11<sup>th</sup> to 12<sup>th</sup> August</del> (2 working days) 18 <sup>th</sup> to 22 <sup>nd</sup> October	Draft Action Plan
11	Sharing the assessment report, monitoring tools and strategy with the TRF and Programme's relevant staff followed by presentation and group work in a consensus building workshop <sup>27</sup>	<del>13<sup>th</sup> &amp; 17<sup>th</sup> August</del> (2 additional work days) 25 <sup>th</sup> to 31 <sup>st</sup> October	Consensus Building Workshop on Assessment Report, Monitoring Mechanism & Tools and Action Plan
12	Incorporating <sup>28</sup> the comments / feedback in the report, tools and strategy, where required and preparing the presentation for the subsequent composite all stakeholder workshop	<del>18<sup>th</sup> to 19<sup>th</sup> August</del> (2 additional work days) 1 <sup>st</sup> to 7 <sup>th</sup> November	Activity
13	This will be followed by a composite 1-day workshop to discuss the report, the tools and the strategy with all stakeholders	<del>20<sup>th</sup> August</del> (1 additional work day)	Consensus Building Workshop

<sup>26</sup> The process of writing the report will be start at the beginning and be completed 3 working days after the field work has been completed

<sup>27</sup> The audience will include the TRF, concerned staff from the Federal / Provincial / Regional programme staff representation. The presentation of the report and subsequent discussions will last for one full day in two sessions. A time gap of 1 day is provided so that TRF and programme staff have time to read the report, examine the draft tools and action plan prior to presentation.

<sup>28</sup> Incorporation of comments will take 2 working days

Tasks		Approved Schedule	Key Deliverables and Actual Output
	(TRF, MNCH Programme, Federal MoH / Provincial DoH / Regional DoH, International Development Partners) <sup>29</sup>	15 <sup>th</sup> November	
14	Finalising Report : Tools and Strategy	<del>25<sup>th</sup> to 26<sup>th</sup> August</del> (3 work days) 21 <sup>st</sup> to 25 <sup>th</sup> November	Activity
15	Presentation of final tools and strategy in the shape of report for endorsement	<del>27<sup>th</sup> August</del> (1 work day) 30 <sup>th</sup> November	Final Report, Tools and Strategy

<sup>29</sup> World Bank, ADB, UNDP, DFID, USAID, AUSAID, CIDA, NORAD, Netherlands, Japan, GTZ,

**ANNEX 4: STATUS OF DATA PROVISION**

History Of Data Provision By Federal / Provincial / Regional MNCHP					
Form No	Original Submission	After Comments	After Revision	Accepted	Remarks
<b>Azad Jammu and Kashmir</b>					
AF-01	11 / VIII			Accepted	
AF-02	11 / VIII	19 / IX	5 / X		
AF-03	11 / VIII	19 / IX			
AF-04			5 / X		This was not part of the original submission in early August
D&M	11 / VIII	19 / IX	5 / X*		* Also accompanied by the original form earlier submitted
EME	11 / VIII	19 / IX			
IT EQUIP	11 / VIII	19 / IX	5 / X		
P&P	11 / VIII	19 / IX			
<b>Balochistan</b>					
<b>Goods</b>					
AF-01	10 / VIII*	10 / IX	15 / X		* Returned in the original form earlier submitted
AF-02					
AF-03	11 / VIII	10 / IX			
AF-04 OE	25 / VIII	10 / IX	15 / X		
ME	25 / VIII	10 / IX	15 / X		
OE	25 / VIII	10 / IX	15 / X		
IT EQUIP	25 / VIII	10 / IX	15 / X		
Transport	25 / VIII	10 / IX	15 / X		
<b>Works</b>					
AF-01			15 / X*		* Combined with Goods. No revisions made to the section on Civil Works
AF-02	11 / VIII	10 / IX	15 / X		
AF-03	11 / VIII	10 / IX	15 / X		
Const MW School Gwadar	25 / VIII	10 / IX	15 / X		

History Of Data Provision By Federal / Provincial / Regional MNCHP					
Form No	Original Submission	After Comments	After Revision	Accepted	Remarks
Const MW School / Hostel Killa Abdullah	25 / VIII	10 / IX	15 / X		
Repair MW Hostel Turbat	25 / VIII	10 / IX	15 / X		
Repair DHQ Hospital Zhob	25 / VIII	10 / IX	15 / X		
<b>Federally Administered Tribal Areas</b>					
<b>Goods</b>					
AF-01	18 / VIII			18 / VIII	
AF-02	18 / VIII			18 / VIII	
AF-03	18 / VIII	11 / IX	30 / IX		
AF-04	18 / VIII	11 / IX	30 / IX		
<b>Works</b>					
AF-01					
AF-02					
AF-03					
AF-04					
<b>Federal</b>					
<b>Goods</b>					
AF-01	7 / X				
AF-02	7 / X	12 / IX	7 / X		The revision has not responded to the query
AF-03	7 / X				
AF-04	7 / X				
<b>Works</b>					
AF-01					
AF-02					
AF-03					
AF-04					
<b>Gilgit-Baltistan</b>					
<b>Goods</b>					
AF-01					
AF-02					
AF-03					
AF-04					
<b>Works</b>					

History Of Data Provision By Federal / Provincial / Regional MNCHP					
Form No	Original Submission	After Comments	After Revision	Accepted	Remarks
AF-01					
AF-02					
AF-03					
AF-04					
<b>Khyber Pakhtunkhwa</b>					
<b>Goods</b>					
AF-01	26 / VIII*				16 Forms Combined Together with no Detailed Descriptions Numbers of Procurements are not the same
AF-02					
AF-03		11+26 / VIII*	11 / IX <sup>y</sup>		
AF-04					
<b>Works</b>					
AF-01	26 / VIII*				One form for all civil works with an aggregate value of Rs. 108 million. No details of procedures followed
AF-02					
AF-03	11 / VIII*	11 / IX <sup>y</sup>			No breakdown of individual procurements. Numbers inconsistent with post-workshop figures. Also services were reported, but have been suppressed
AF-04					
<b>Services</b>					
AF-01					
AF-02					
AF-03	11&26 / VIII				Information does not reconcile
AF-04					
Note: These forms do not reconcile. Form AF-01 & AF-02 for Civil Works are essentially blank as the systems and procedures from the external departments have not been obtained. Without adequate data on Forms AF-01 and AF-02 for Services the process of assessment cannot be completed. One					

History Of Data Provision By Federal / Provincial / Regional MNCHP					
Form No	Original Submission	After Comments	After Revision	Accepted	Remarks
form states NIL and the other THREE procurements. Which is correct? The lists are completely different from the one provided after the Workshop. The list of Goods alone consists of 137 items rather than the 16 reported earlier. Given the value of the contracts, the Works undertaken must have been through more than one contract. Once this has been provided I will then draw a fresh sample for completion of AF-04s.					
<b>Punjab</b>					
<b>Goods</b>					
AF-01 – RFQ – Goods ii	27 / VIII			27 / VIII	
Tender Form ii	27 / VIII			27 / VIII	
RFQ -form 2 Goods & services	27 / VIII	14 / IX			Not returned
AF-02 - Direct-2 purchase Goods	27 / VIII	14 / IX	24 / IX		
AF-03 Procurement Assessment Forms – Goods	27 / VIII			27 / VIII	
AF-03 - Procurement Assessment Forms – Works	27 / VIII			27 / VIII	
AF -04- 1 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		
2 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		
4 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		
4 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		
5 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		
6 Detailed Assessment Form for Sample of Procurements	27 / VIII	14 / IX	24 / IX		

History Of Data Provision By Federal / Provincial / Regional MNCHP					
Form No	Original Submission	After Comments	After Revision	Accepted	Remarks
<b>Works</b>					
AF-01					
AF-02					
AF-03					
AF-04					
<b>Services</b>					
AF-01 – RFQ – Services ii	27 / VIII			27 / VIII	
AF-02					
AF-03					
AF-04					
<b>Sindh</b>					
<b>Goods</b>					
AF-01	29 / IX	4 / X	25 / X		Two copies sent
AF-02 – Direct Cat 21	29 / IX	4 / X			<b>Not returned</b>
OCB Cat 01	29 / IX	4 / X			
OCB Cat 15	29 / IX	4 / X			
OCB Cat 18	29 / IX	4 / X	25 / X		Two copies sent
OCB Cat 19	29 / IX	4 / X			<b>Not returned</b>
OCB Cat 20	29 / IX	4 / X	25 / X		Two copies sent
OCB Cat 21	29 / IX	4 / X			<b>Not returned</b>
AF-03	29 / IX	4 / X			
AF-04 - Direct 2008-09	29 / IX	4 / X			
OCB 2008-09 OCB 2009-10	29 / IX 29 / IX	4 / X 4 / X	25 / X		
<b>Works</b>					
AF-01					
AF-02					
AF-03					
AF-04					

## ANNEX 5: COMPARISON OF DONOR PROCUREMENT SYSTEMS

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
1 (a)	Scope of application	Worldwide	Eligible Member Countries	Worldwide, but in practice largely limited to Japanese firms	Worldwide, but in practice limited to UK registered firms
	Scope of coverage	Goods, Works and Service Consulting Services	Goods, Works and Service Consulting Services	Goods, Works and Service Consulting Services	Goods, Works, Services and Consulting Services
1 (b)	Procurement Methods	ICB, LIB, NCB, Shopping, Direct Contracting, Force Account, UN Agencies, Procurement Agents, Inspection Agents, BOO / BOT / BOOT Concessions, and similar, Performance Based Procurement  QCBS, QBS, FBS, LCS, CQS, SSS, UN Agencies, NGOs, Procurement Agents, Banks, Inspection Agents, Auditors, “Service Delivery Contractors”	ICB, LIB, NCB, Shopping, Direct Contracting, Force Account, UN Agencies, Procurement Agents, Inspection Agents, BOO / BOT / BOOT Concessions, and similar, Performance Based Procurement  QCBS, QBS, FBS, LCS, CQS, SSS, UN Agencies, NGOs, Procurement Agents, Banks, Inspection Agents, Auditors, “Service Delivery Contractors”	ICB, LIB, NCB, Shopping, Direct Contracting  Competitive bidding from Consultants meeting following requirements: (a) A majority of the subscribed shares shall be held by nationals of the eligible source countries; (b) A majority of the full-time directors shall be nationals of the eligible source countries; (c) The firm shall be incorporated and registered in an eligible source country.	Not explicitly stated, but implicit within the Regulations  ICB, LIB, NCB, Shopping, Direct Contracting, Force Account, UN Agencies, Procurement Agents, Inspection Agents, BOO / BOT / BOOT Concessions, and similar, Performance Based Procurement  QCBS, QBS, FBS, LCS, CQS, SSS, UN Agencies, NGOs, Procurement

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
1 (c)	Advertising Rules	<p>UNDB online, dg Market, national print media</p> <p>Content to include name of Borrower (or prospective), amount and purpose of the loan, method and scope of procurement, and contact details of the procurement agency including URL of Website containing documents for pre-qualification, EOI and invitation for bids are posted and dates when documents would be available</p> <p>Prior review of Bank required</p>	<p>ADB’s website, and either national or international print media</p> <p>Content to include name of Borrower (or prospective), amount and purpose of the loan, method and scope of procurement, and contact details of the procurement agency including URL of Website containing documents for pre-qualification, EOI and invitation for bids are posted and dates when documents would be available</p> <p>Prior review of Bank required</p> <p>ADB takes responsibility of</p>	<p>at least one newspaper of general circulation in the Borrower’s country</p>	<p>Agents, Banks, Inspection Agents, Auditors, “Service Delivery Contractors”</p> <p>At the beginning of each fiscal year send notices of all forms of procurements to the European Commission or post it on the procuring agency’s website using the form of the prior information notice in Annex I to Commission Regulation (EC) No 1564 / 2005</p> <p>Notices to be posted to the Official EU</p>

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
			placing this on its website		
	Time Limits	6 weeks generally 12 weeks for large engineering works  Not less than 4 weeks Not more than 3 months	6 weeks	Generally not less than 45 days  Up to 90 days in cases of large construction contracts	52 days  47 days if full electronic access is provided by procuring agency
1 (d)	Rules of Participation	Firms and individuals from all countries meeting defined criteria other than those on the black-list or prohibited by law of the Borrower country	Firms and individual from member countries only meeting defined criteria	Firms and individuals from eligible states only meeting defined criteria	Firms and individuals not prohibited by law meeting defined criteria
1 (e)	Tender documentation and technical specifications	For Goods, works and services shall include; invitation to bid; instructions to bidders; form of bid; form of contract; conditions of contract, both general and special; specifications and drawings; relevant technical data (including of geological and environmental nature); list of goods or bill of quantities; delivery	For Goods, works and services shall include; invitation to bid; instructions to bidders; form of bid; form of contract; conditions of contract, both general and special; specifications and drawings; relevant technical data (including of geological and environmental nature); list of goods or bill of	None specified. Borrowers are encouraged to use the examples of best international practices	For Goods, works and services shall include; invitation to bid; instructions to bidders; form of bid; form of contract; conditions of contract, both general and special; specifications and drawings; relevant technical data (including of geological and

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
		<p>time or schedule of completion; and necessary appendices, such as formats for various securities. SBDs or acceptable alternates to be used</p> <p>The RFP shall include (a) a Letter of Invitation, (b) Information to Consultants, (c) the TOR, and (d) the proposed contract. Borrowers shall use the applicable standard RFPs issued by the Bank with minimal changes, acceptable to the Bank, as necessary to address project-specific conditions. Any such changes shall be introduced only through the RFP data sheet. Borrowers shall list all the documents included in the RFP.</p>	<p>quantities; delivery time or schedule of completion; and necessary appendices, such as formats for various securities. SBDs or acceptable alternates to be used</p> <p>The RFP shall include (a) a Letter of Invitation, (b) Information to Consultants, (c) the TOR, and (d) the proposed contract. Borrowers shall use the applicable standard RFPs issued by the Bank with minimal changes, acceptable to the Bank, as necessary to address project-specific conditions. Any such changes shall be introduced only through the RFP data sheet.</p>		<p>environmental nature); list of goods or bill of quantities; delivery time or schedule of completion; and necessary appendices, such as formats for various securities. SBDs or acceptable alternates to be used</p> <p>The RFP shall include (a) a Letter of Invitation, (b) Information to Consultants, (c) the TOR, and (d) the proposed contract. Borrowers shall use the applicable standard RFPs issued by the Bank with minimal changes, acceptable to the Bank, as necessary to address project-specific</p>

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
		The Borrower may use an electronic system to distribute the ITB, RFP, provided that the Bank is satisfied with the adequacy of such system. If the IT, RFP is distributed electronically, the electronic system shall be secure to avoid modifications to the ITB, RFP and shall not restrict the access of pre-qualified bidders and short-listed consultants to the ITB, RFP	Borrowers shall list all the documents included in the RFP.  The Borrower may use an electronic system to distribute the ITB, RFP, provided that the Bank is satisfied with the adequacy of such system. If the IT, RFP is distributed electronically, the electronic system shall be secure to avoid modifications to the ITB, RFP and shall not restrict the access of pre-qualified bidders and short-listed consultants to the ITB, RFP		conditions. Any such changes shall be introduced only through the RFP data sheet. Borrowers shall list all the documents included in the RFP
1 (f)	Evaluation Criteria and Method	Responsive bids and evaluated NOT submitted cost  Technical Proposal only where appropriate, or Weighted Average	Responsive bids and evaluated NOT submitted cost  Technical Proposal only where appropriate Weighted Average	Responsive bids and evaluated NOT submitted cost  Technical Proposal only	Responsive bids and evaluated NOT submitted cost  Technical Proposal only where appropriate, or

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
	Award Criteria	Rank of Technical and Financial Proposal  Lowest EVALUATED cost  Highest ranked Proposal	Rank of Technical and Financial Proposal  Lowest EVALUATED cost  Highest ranked Proposal	Lowest EVALUATED cost  Highest ranked Proposal invited to negotiate. On failure, next rank invited and so on	Weighted Average Rank of Technical and Financial Proposal  Lowest EVALUATED cost  Highest ranked Proposal
1 (g)	Submission of Tenders / Proposals	At specified time and place  CS technical and Financial proposals shall be submitted at the same time in separately sealed envelopes	At specified time and place  CS technical and Financial proposals shall be submitted at the same time in separately sealed envelopes	At specified time and place  CS technical and Financial proposals shall be submitted at the same time in separately sealed envelopes	At specified time and place  CS technical and Financial proposals shall be submitted at the same time in separately sealed envelopes
	Receipt of Tenders or Proposals	In specified form	In specified form	No specific form suggested however details of information required is specified	No specific form suggested however details of information required is specified
	Opening of Tenders or Proposals	Immediately after receipt or specified thereafter at time specified place in front of all bidders and respondents or their authorised	Immediately after receipt or specified thereafter at time specified place in front of all bidders and respondents	Immediately after receipt or specified thereafter at time specified place in front of all bidders and respondents	

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
		<p>representatives. The name of the bidder and total amount of each bid, and of any alternative bids if they have been requested or permitted, shall be read aloud (and posted online when electronic bidding is used) and recorded when opened and a copy of this record shall be promptly sent to the Bank and to all bidders who submitted bids in time. Report to be signed by all bidders present.</p> <p>CS Technical Proposals shall be opened as above by a committee of officers who shall sign the same. Financial proposals shall be deposited with a public auditor or independent authority to be opened in front of all proposers at the</p>	<p>or their authorised representatives. The name of the bidder and total amount of each bid, and of any alternative bids if they have been requested or permitted, shall be read aloud (and posted online when electronic bidding is used) and recorded when opened and a copy of this record shall be promptly sent to the Bank and to all bidders who submitted bids in time. Report to be signed by all bidders present.</p> <p>CS Technical Proposals shall be opened as above by a committee of officers who shall sign the same. Financial proposals shall be deposited with a public auditor or independent authority to be</p>	<p>or their authorised representatives. The name of the bidder and total amount of each bid, and of any alternative bids if they have been requested or permitted, shall be read aloud (and posted online when electronic bidding is used) and recorded when opened and a copy of this record shall be promptly sent to the Bank and to all bidders who submitted bids in time. Report to be signed by all bidders present.</p> <p>CS Technical Proposals shall be opened as above by a committee of officers who shall sign the same. Financial proposals shall be deposited with a public auditor or</p>	

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
		time of announcement of result of evaluation of technical proposal	opened in front of all proposers at the time of announcement of result of evaluation of technical proposal	independent authority to be opened in front of all proposers at the time of announcement of result of evaluation of technical proposal	
1 (h)	Complaints	Complaints along with action taken must be sent to the Bank. If evaluations or award are effected, the reasons for the change must be sent to the Bank with a revised evaluation or award.	Complaints along with action taken must be sent to the Bank. If evaluation or award are effected, the reasons for the change must be sent to the Bank with a revised evaluation or award	Not specified	
--	Domestic preference given	Yes. Generally 15%	Yes. Generally 15%	No	Unclear
<b>Indicator 2 - Existence of implementing regulations and documentation</b>					
2(b)	Model Tender or submission of proposal documents	Exist	Exist	Exist	Do not exist
2 (c)	Procedures for pre-qualification or short-listing	Exist	Exist	Exist	
2 (d)	Procedures suitable for contracting services or other requirements in which technical	QBS, SSS, Individuals	QBS, SSS, individuals	unclear	SSS, individuals

OECD-DAC BIS PILLAR I Legislative and Regulatory Framework					
Comparisons of Donor Procurement Systems					
OECD – DAC BIS	Public Procurement Performance Area	World Bank	ADB	JBIC	DFID
<b>Indicator 1 - Public procurement legislative and regulatory framework achieves the agreed standards and complies with applicable obligations</b>					
	capacity is a key criterion				
2 (e)	User's guide or manual for contracting entities	Exist	Exist	Exist	Do not Exist

## ANNEX 6: COMPARATIVE RESPONSE TO ASSESSMENT FORMS

Table 1: Comparative Statement of Processes – Form AF-01 : GOODS								
#	Steps	Days Allowed for Each Step						
		Balochistan	AJK	FATA	Federal	KP	Punjab	Sind
	<b>Need Identification and Procurement Planning</b>							
1	Collecting information on goods to be procured during the fiscal year	15	4	30	2	15	30	30
2	Preparing the Annual Procurement Plan, including the procurement procedure to be followed and timeline when the process is to be started and either completed or substantially completed. This should be before the end of the year	30	3	15	3	10	7	30
3	Obtaining approval for the Annual Procurement Plan	7	1	10	1	15	2	7
4	Announcement of the Procurement Plan through websites of PPRA as well as concerned procuring agency	5		15	1	10		-
5	Obtaining request for procuring goods from concerned sections including: a. Broad description (and specifications) b. Quantity c. Packing d. Delivery schedule e. Place(s) of delivery	10	20	15	2	15	10	7
6	Preparing detailed description and generic specifications of goods	5	1	30	1	10	7	5
7	Obtaining / estimating financial value of proposed procurement	5	2	15	2	02		3
	<b>Preparation and Publication of Bid Documents</b>			30				
8	Preparing the bid document including instructions to bidders, invitation for bids, bid datasheet, general conditions of contract, special conditions of contract, evaluation criteria, schedule of requirement and bid forms	7	7	30	7	07	7	7

Table 1: Comparative Statement of Processes – Form AF-01 : GOODS								
#	Steps	Days Allowed for Each Step						
		Balochistan	AJK	FATA	Federal	KP	Punjab	Sind
9	Designing evaluation criteria	-	1		1	03	7	-
10	Preparing the Invitation for Bids (IFB)	1	1	02	1	03	3	1
11	Obtaining approval on the bid document and IFB	1	1	05	1	04	3	1
12	Printing of bid document	3	1	05	1	04	3	3
13	Publication of IFB by using appropriate method of advertisement and giving reasonable response time	15 -30	15	10	15	04	20	15 -30
14	Issuing bid document to potential bidders (including the information under 2.1)	15	15		15	04	20	15
	<b>Formation of Committees and Clarification on Bids</b>							
15	Formation of main procurement committee	3	1	05	1	20	10	3
16	Formation of evaluation committee	3	1	1	1	10	10	3
17	Obtaining approval on procurement and evaluation committees	3	2	1	2	08	7	3
18	Notification of procurement and evaluation committees	3	1	1	1	07	7	3
19	Arranging for pre-bid conference	1		----		07		1
20	Handling bidder clarifications, modifications and extensions	1		----		07	5	1
	<b>Receiving, Opening and Evaluation of Bids</b>	1						1
21	Receiving of bids in a prescribed manner given in the IFB	1		05		15	1	1
22	Opening of technical bids on the announced date and time and retaining of financial bids without being opened	1	1	----	1	03	1	1
23	Evaluation of technical bids in accordance with the evaluation criteria	5	8	05		03	15	5
24	Clarification from bidders on their bids on the prescribed manner	1		1		3	7	1
25	Assuring quality of goods through procedures given in the bid document	1	1	5		3	5	1
26	Preparing technical evaluation report	5	4	2		3	10	5

Table 1: Comparative Statement of Processes – Form AF-01 : GOODS								
#	Steps	Days Allowed for Each Step						
		Balochistan	AJK	FATA	Federal	KP	Punjab	Sind
27	Preparing list of technically responsive and non-responsive bidders	1	1	1	2	3	5	1
28	Obtaining approval on list of technically responsive and non-responsive bidders and date and time for opening of financial bids	3	1			5	1	3
29	Informing bidders about responsiveness / non-responsiveness of their bids and conveying date and time for opening of financial bids	1	1	_____		3	7	1
30	Returning unopened financial bids to the non-responsive bidders	1	1	_____		3	1	1
31	Opening of financial bids of responsive bidders only on the notified date and time	1	1		1	3	1	1
32	Prepare details of bid securities, submitted by the bidders, and submit to Finance Department for safe custody and get the acknowledgment	2	1	2	1	5	1	1
33	Evaluation of financial bids in accordance with the evaluation criteria	3	2			3	1	5
34	Preparing financial evaluation report	5	1	2		3	2	5
35	Preparing ranking list of bidders and final selection report	3	1	2		3	3	1
36	Obtaining approval on recommended and selected bidders	10	1	10	1	3	2	7
37	Announcement of final evaluation report through PPRA as well as procuring agency's websites	3-5		5		3		-
	<b>Acceptance of Bids and Award of Contracts</b>					3		
38	Issuing notice of acceptance to the selected bidder(s)	1		5	1	3	3	1
39	Returning bid securities to the unsuccessful bidders	1	1		3	7	3	1
40	Preparing contract documents and purchase order	3	1	1	1	3	3	3
41	Signing of contract(s) and issuing purchase order(s)	2	1	1	1	3	10	1
42	Issuing contract(s) and purchase order(s) to the successful bidders	1		1		3	10	2 day
43	Maintain proper record of each document and prepare file as soft- as well as hard copy	5			1	3		1

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#	Steps	Days Allowed for Each Step						
		Balochistan	AJK	FATA	Federal	KP	Punjab	Sind
	<b>Settlement of Disputes</b>					3		
44	Constitution of committee for settlement of disputes and grievances, raised by the bidders during performance			1		3		
45	Obtaining approval on complaints / disputes committee			1		3		
46	Notifying complaints / disputes committee			1		3		
47	Nominating arbitrator (in case dispute is beyond the limitation of complaint committee) for settlement of disputes between the supplier and procuring agency			-----		3		
	<b>Contract Management</b>					3		
48	Monitoring performance of suppliers as well as procurement staff	3		Continuous		3		1
49	Arranging for pre- and post-delivery inspections	2	1	1	1	3	5	3
50	Assuring quality and quantity of goods	2	1	2	1	3	7	1
51	Tracking delivery	3				3	5	3
52	Assuring proper spacing for storage of goods at the delivery destination	3				3	5	1
53	Assuring timely delivery of goods	1		2	1	3		1
54	In the event of delay following up and taking remedial action	3				3		1
55	On physical receipt entering detail of goods in the stock register	5		5	1	2	7	1
56	Preparing physical inspection reports and verifying delivery note	2	4	01		03	2	1
57	Sending bills / invoices / receipt to accounts / finance department accompanying all supporting procurement documents with the payment instructions (either against the relevant instalment or part payment) and tax deduction details	4	1	02	1	03	4	2
58	Obtaining approval on payments	½	3	01	2	03	3	½
59	Assuring timely payments to the suppliers	3		07		03	20	½

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		Balochistan	AJK	FATA	Federal	KP	Punjab	Sind
60	Confirming receipt of payments by the supplier on stamped receipt	7	1	01	1	02	2	½
61	Confirming tax deduction and deposited in the government treasury through tax deposit slip	½	1	05	4	03		½
62	Revisiting the entire procurement process and assuring all steps have been completed appropriately.	1		05		03		½
63	Closing of procurement contract	1		02		03		1



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