### **Report On**

# Procurement Practices in BRAC Procurement Guidelines and Implementation Procedures

Ву

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An internship report submitted to the BRAC Institute of Governance and Development in partial fulfillment of the requirements for the degree of Masters in Procurement and Supply Management

BRAC Institute of Governance and Development

BRAC University
2023

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#### **Declaration**

It is hereby declared that

- The internship report submitted is my/our own original work while completing a degree at Brac University.
- 2. The report does not contain material previously published or written by a third party, except where this is appropriately cited through full and accurate referencing.
- 3. The report does not contain material that has been accepted, or submitted, for any other degree or diploma at a university or other institution.
- 4. I/We have acknowledged all main sources of help.

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Subject: Letter of transmittal.

Dear Sir,

This is my pleasure to report you that I have completed my internship report under

your supervision. I would like to thank you for your thoughtful views, experiences,

resources and recommendations to prepare this report. I am looking for your kind

consideration to review this report.

As per your guidance, I have collected my primary data and other essential resources

and completed my analytical part. I tried to give my best effort to enlighten the topics

you suggested.

I trust that the report standard will meet your expectations. It would be grateful to your

kind acceptance and guidance for this report.

Sincerely yours,

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Niva Rani Das 21382022

MPSM, BIGD BRAC University

Date:

3

**Non-Disclosure Agreement** 

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Subject: Non-disclosure agreement.

Dear Sir,

I am pleased to inform you that I have completed my internship report under your

supervision. I would like to thank you for your thoughtful views, experiences, resources

and recommendations to prepare this report. I am looking for your kind consideration

to review this report.

As per your guidance, I have collected my primary data and other essential resources

and completed my analytical part. I tried to give my best effort to enlighten the topics

you suggested.

I hereby promise that neither I nor BRAC University will reveal to any other medium or

entity the company information gathered for the purpose of this report. Under the

supervision of the university, it will be kept secure.

I trust that the reporting standard will meet your expectation It would be grateful to your

kind acceptance and guidance for this report.

Sincerely yours,

Deing

Niva Rani Das

Deputy Manager, Administration

**BRAC** International

Date

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### **Acknowledgment**

I want to express my gratitude towards my professors and the BRAC Institute of Governance and Development for their continuous guidance and support throughout my program. I am thankful to the team members and my workplace supervisor Mr. Khondokar Shoripuzzaman at BRAC International for their assistance during the entire duration of my program. Lastly, I am very grateful to my family for their unwavering encouragement and support without whom achieving this milestone would have been impossible.

### **Executive Summary**

NGOs in Bangladesh, originally formed to combat poverty, are facing issues of corruption and deviation from their mission, according to Transparency International Bangladesh. To align with Sustainable Development Goals (SDGs), NGOs must transform by emphasizing partnerships, innovation, specialized services, empowerment, and financial sustainability for long-term impact.

In 1971, Sir Fazle Hasan Abed founded BRAC to support the newly independent Bangladesh, beginning relief efforts in northern Bangladesh's Sulla region, which included building homes, distributing tools and seeds, and addressing diseases like diarrhea, tuberculosis, and malaria. BRAC also provided cattle loans, leading to household dairies and a nationwide distribution network. They formed agricultural and craft cooperatives to benefit villages and empowered women through various initiatives.

Today, BRAC is a prominent development organization with over 100,000 employees across Asia and Africa, impacting over 100 million lives. Their programs have helped 14 million people overcome extreme poverty, educated 15 million students, and provided over US\$4.7 billion in microfinance loans to more than 8 million clients.

BRAC implements stringent procurement policies to adhere to donor restrictions and maintain the ethical utilization of donor funds. These policies are threshold-based and prioritize transparency and control, resulting in a more bureaucratic process. To enhance transparency, traceability, and monitoring of expenditures, BRAC has implemented an integrated procurement system. This system helps mitigate the risk of fraud and improves cost control.

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# **List of Acronyms**

BPD	BRAC Procurement Department
BPGIP	BRAC Procurement Guideline and Implementation Procedure
TOA	Table of Authority
HRPP	Human Resource Policy and Procedure
APP	Annual Procurement Plan
FA	Framework Agreement
ВІ	BRAC International
PR	Procurement Requirement
RF	Requisition Form
CFA	Competent Financial Authority
RFP	Request for Proposals
ОТМ	Open Tendering Method
LTM	Limited Tendering Method
QM	Quotation Method
DPM	Direct Purchase Method
ERP	Enterprise Resource Planning
F&A	Finance and Accounting
IFT	Invitation for Tenderer
CFO	Chief Financial Officer
ED	Executive Director
MD	Managing Director
QCBS-O	Quality and Cost Based Selection under open tendering
QCBS-L	Quality and Cost Based Selection under open tendering
PM	Proposal Method
SSS	Single Source Selection
EOI	Expression of Interest
РО	Purchase Order
PS	Performance Security

### **Glossary**

Human Resource Policies and Procedures: BRAC Human resource policy known as the Human Resources Policies and Procedures (HRPP), cover various topics, including the Competent Financial Authority (CFA) and the authority levels for procurement-related tasks. These authority levels are outlined in the Table of Authority (TOA).

Competent Financial Authority (CFA): BRAC Personnel who have been assigned financial authority in accordance with the Human Resources Policy and Procedure (HRPP) and communicated through official orders periodically.

**Service Level Agreement (SLA):** A service level agreement (SLA) is a written commitment that outlines the expected level of performance and minimum criteria that a service provider pledges to meet when delivering their services. It typically specifies the actions to be taken to address any performance issues and the corresponding penalties that will be imposed if the provider fails to meet the agreed-upon standards.

# **Chapter 1**

#### 1.1 Background of the study

BRAC is a global development organization founded in Bangladesh in 1972. The organization works in 11 countries across Asia and Africa, implementing programs in the areas of health, education, economic empowerment, and humanitarian assistance. BRAC operates in some of the world's most challenging environments and has developed strong procurement guidelines and implementation procedures to ensure that its programs are implemented efficiently and effectively.

Procurement is an important function for any organization, and BRAC is no exception. As a large organization with operations in multiple countries, BRAC needs to have effective procurement guidelines and procedures in place to ensure that it can procure goods and services efficiently and cost-effectively. Effective procurement practices are crucial to ensuring that BRAC can deliver high-quality services to the communities it serves.

BRAC has a central procurement unit called BRAC Procurement Department (BPD) that coordinates the organization's procurement activities. The BPD is responsible for managing the procurement process from planning to contract closure and ensuring that the transparent and on time payment process to vendor. BRAC, being the largest NGO in the world, has a significant number of employees and program participants spread throughout Bangladesh, which necessitates a substantial amount of procurement. To ensure the cost-effectiveness of these large-scale procurements, the BPD is responsible for ensuring that BRAC obtains goods and services of the highest value for the money spent, while also upholding ethical and compliance standards and maintaining high-quality products.

As a Deputy Manager of the Administrative Unit at BRAC International, my primary duty is to ensure smooth operations at our Dhaka office by managing purchasing and logistics. This involves coordinating with the BPD team to ensure the availability of recurring items, capital items, non-consultancy services, and consultancy services.

The purpose of this report is to identify the procurement practices in BRAC's procurement guidelines and implementation procedures. In this report, we will mainly

review the core procurement policies and procedures followed by BRAC, areas of strength, and scope of improvement.

#### 1.2 The Objective of the Study:

The main objectives of the study are as below:

- I. The objective is to identify the procurement procedures currently employed by BRAC and the corresponding guidelines and strategies implemented to enhance the efficiency and effectiveness of the procurement system. The ultimate goal is to facilitate the attainment of BRAC's objectives.
- II. How BRAC follows the procurement process and uses different methods to ensure efficient procurement and on-time delivery.
- III. How BRAC ensures a competitive procurement system to ensure the value of money.
- IV. Identity stakeholders in the procurement process in meaning full way so that planning and coordination can be undertaken in a timely manner.
- V. How accurate and complete the audit trail by maintaining documents, files, and records as stipulated in these guidelines and procedures.

#### 1.3 Methodology:

The information related to the organization has been gathered from various sources, such as published articles, journals, brochures, and websites, as well as through conversations with the personnel of BRAC Procurement Department. I also scrutinized BRAC's policies and practices for procuring goods and services, including its procuring manual, standard solicitation forms, and framework for procuring monitoring and evaluation.

#### 1.3.1 Primary Sources of Information:

- Actively observed and participated in the procurement operations process the entire duration of my internship.
- Discussion with the officials of BPD in regard of procurement practices,
   framework agreement, challenges, and areas of improvement.
- Feedback collected from different users' programmes /departments/ enterprises

#### 1.3.2 Secondary Sources of Information:

- BRAC Procurement Guidelines and Implementation Procedures
- BRAC official website
- BRAC Annual Report and official periodic reports.
- Related publications reports and documents.
- Internal newsletter, Newspaper article, etc.

#### 1.4 Scope of the Report:

This report aims to describe the challenges and opportunities in the procurement process. Based on my direct involvement and diverse job experiences, I possess a thorough understanding of how the department initiate procurement request and how procurement practice is followed to purchase requested items by BPD.

#### 1.5 Limitations:

While preparing this report, I encountered certain challenges and restrictions, which I acknowledge as limitations of my study. These limitations are outlined below:

- Non discloser of internal sensitive, financial and other information due to confidentiality concern.
- Some critical information was difficult to comprehend.
- The overall project plan was not completely organized.

# **Chapter 2**

#### 2.1 Organization Profile

In 1971, Sir Fazle Hasan Abed started BRAC to support the newly-born country of Bangladesh. Relief work began in Sulla, northern Bangladesh, with initiatives such as building houses, and boats, providing tools, and distributing seeds, and medical treatment. The organization also tackled deadly diseases such as diarrhea, tuberculosis, and malaria. BRAG provided loans for cows, which became household dairies and a nationwide distribution business. Agricultural and craft cooperatives were created, and the surplus was directed back to benefit people in villages. Nutrition and food security were identified as key challenges, and initiatives such as lending money to women to buy chickens, importing high-quality eggs, and introducing maize cultivation were taken. Women were at the heart of all efforts.

Nowadays BRAC is a leading development organization with over 100,000 employees working across Asia and Africa to improve the lives of over 100 million people. BRAC programs have helped 14 million people overcome extreme poverty, 15 million students graduate from our schools, and we have provided microfinance loans worth over US\$4.7 billion to more than 8 million clients. We believe that everyone has the potential to build a better life for themselves, their families, and their communities, but often lack the opportunity to do so due to inequality. For the past 50 years, BRAC have been working to disrupt this system of inequality, one person at a time.

#### 2.2 Mission & Vision

BRAC has a vision of creating a world where everyone has equal opportunities and is free from exploitation and discrimination. To achieve this, the organization focuses on large-scale economic and social interventions and aims to collaborate with other developing countries to contextualize successful development solutions from Bangladesh. BRAC primarily works with disadvantaged members of society, particularly women and children, to provide multifaceted interventions to alleviate poverty sustainably. Beyond Bangladesh, BRAC influences national and global policies on poverty reduction and human development, promotes research and evaluation, and aligns with sustainable development goals. This includes efforts to end poverty and hunger, provide equitable education opportunities, empower women,

improve maternal health, combat diseases, ensure environmental sustainability, and foster global partnerships for development.

#### 2.3 BRAC Values and DNA

BRAC has four fundamental values, namely integrity, innovation, inclusiveness, and effectiveness, which are crucial to the organization's functioning. These values are so vital that all employees are evaluated annually based on their performance key performance indicators (KPIs) and their demonstration of these values in their work. 8 BRAC DNA, how BRAC work and makes changes for the society.

- Unlocking the potential of people and communities
- Holistic approach
- Scaling up for impact
- Frontline pragmatism
- Delivering with speed and rigor
- Learning by doing
- Women as the catalysts of change
- Frugal innovation

#### 2.4 Organizational Structure of BRAC

BRAC's headquartered in Bangladesh with a governance structure that includes a Governing Body and an Executive Management Committee. In 2002, BRAC began expanding globally, and in 2009 it established Stitching BRAC International, a non-profit foundation based in the Netherlands, to manage its overseas entities outside of Bangladesh. It has two regional hubs Dhaka Regional Office and in Kenya Africa Regional Office. BRAC UK and BRAC USA, Affiliates were created to raise BRAC's global profile and generate funding. Here are the BRAC core programme/ enterprises and investments below:

Social Development	Social Enterprise	Investment	University
Ultra Poor Graduation	Aarong	BRAC Bank	
Integrated Development	BRAC Dairy	Delta BRAC Housing	BRAC University
Micro Finance	bracseed	Brac NET	

Social Development	Social Enterprise	Investment	University
Rohinga Response	BRAC artificial	BracIT	
	insemination		
Climate Change	BRAC Nursury	Guardian Life	
		Insurance	
Disaster Risk	BRAC Sericulture	IPDC Finance	
Management		Ltd	
Gender Justice and	BRAC Fisheries	BRAC Tea	
Diversity			
Social Empowerment and	BRAC Recycled		
legal protection	Handmade Paper		
Strengthening	BRAC Cold		
Bangladesh's RMG Sector	Storage		
Health Nutrition and	BRAC Salt		
Population			
Water, Sanitation and	BRAC Printing		
Hygiene	Pack		
Urban Development			
Education	BRAC Sanitary		
Skills Development	Napkin and		
Migration	Delivery Kit		
Youth Platform			

#### 2.5 History of BRAC Procurement Department

BPD's exact establishment date is not documented, but it was informally formed on a small scale around 1990. Until 2007, BPD operated with short-written guidelines. In 2007, BPD established its first approved policy. Subsequently 2nd Revision in 2012, 3rd Revision in January 2021

BPD has evolved into a well-organized department with a large team. The team is structured into four categories:

- 1. Procurement of Direct Goods
- 2. Consultancy/Service/Non-Consultancy
- 3. Framework Agreement
- 4. Administration and IT

This format provides a clear overview of the establishment, policy development, and current team structure of the BRAC Procurement Department (BPD).

#### 2.6 Development partners of BRAC

BRAC has a well-established track record of partnering with the Government of Bangladesh, resulting in significant contributions towards achieving several Millennium Development Goals.

#### **Strategic Partners**



#### **Major Donor**



#### **Research and Learning Partners**



# **Chapter 3**

#### 3.1 Overview of BRAC Procurement Process:

The procurement process in BRAC has been organized into three major areas; planning, sourcing, and vendor management. In BPGIP, there are detail discussion of each process separately. In all stages of execution, there is a clear direction of financial authorities described in the table of authority (TOA) found in the BRAC HRPP.

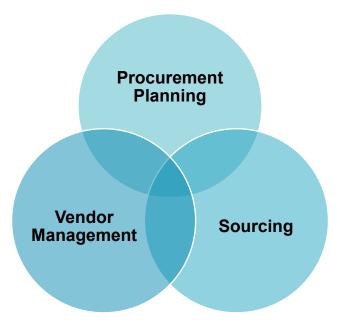


Fig 02: Procurement process overview (Source: BPGIP 3rd Version)

#### 3.2 Category Procurement: Purchasing Portfolio Management Model

The approach groups purchase into categories based on their relevance and complexity to assist firms in managing their procurement portfolios effectively. By using this model all item items have been divided into four categories: strategic, major, tactical, and niche. This model is adapted from the Kralgic model (Adapted from Kraljic: Purchasing Must Become Supply Management, Harvard Business Review, Sept/Oct 1983). Strategic purchases are those that have high value and high risk and critical other than any items. These types of purchasing are required long-term supplier relationships and collaboration. If the items' value is low but there are few suppliers in the market to supply the product or any innovation and engineering proposed for the product/ service these type of items are categorized into niche groups.

**Tactical purchases** are those that are low value and low risk to find in the market and don't have a significant impact on the organizations. And for major items' if the product

value is high and the organization has an abundance of supply but a competitive market places those products are categorized into major products in this model.

The purchasing portfolio management model provides a framework for managing procurement activities, including identifying the types of purchases to be made, developing procurement strategies, selecting suppliers, and monitoring and evaluating performance. It is designed to help organizations optimize their procurement processes and achieve better outcomes, such as reduced costs, improved quality, and increased efficiency.

Overall, the purchasing portfolio management model in BRAC's procurement guidelines and procedure is a valuable tool for organizations looking to improve their procurement processes and outcomes. By using this model, organizations can better prioritize their procurement activities and focus their resources on the purchases that are most critical to their success.

By using this model if categorize the items which are procured by BPD:

S/N	Tactical	Major	Niche	Strategic
01	Office supplies and general stationaries	Raw Materials	Consultant	Lift
02	Toner	Printing items	Specific vehicle/ machine spare parts	Substation
03	Hard Disk and RAM	Laptop	Business and Financial service	Boiler machine
04	Laptop Battery	Desktop		Dairy machine
05	Mobile Phone	Printer		Generator
06	Ready gif item	Scanner		Capital Items
07	LED TV	Construction Materials		
08	Refrigerator	Packaging Materials		
09	Micro-oven			

The level of complexity and expenditure is identified with mentioned factors

Characteristics	Criteria	Low	High
Total value to of	Total estimated value of	Tk 2 lac to 2	Over Tk 2 crore
expenditure	the procurement	crores	
Level of	Are the goods/services	If yes to all of	If No to any of
complexity	readily available with	the questions	the questions
	capable supply options in		
	the market?		
	Can the organization		
	readily continue to		
	function if supply is		
	interrupted?		
	Are the goods/services		
	standardized with low		
	technical complexity?		
	Is stakeholder and public		
	interest in the purchase		
	row?		

### 3.3 Procurement through Deviation in BPGIP:

Deviation in BPGIP refers to the departure from the outlined procurement practice mentioned in the procurement policy and guidelines. The deviation may be necessary for some unique characteristic procurement or donor requirement, strategic supplier relationship or deviation can bring the best outcome for the organization. When deviations occur, BPD is expected to document the reasons for the deviation and provide a justification for why it was necessary. Depending on the situation the following method are provisioned in BPGIP

- I. Method Change Request
- II. Deviation Form
- III. Procurement Management Plan
- IV. Single Source Selection

In summary, deviation and alternative provisions play an important role in ensuring that BRAC's procurement and implementation procedure is flexible enough to address unique challenges and circumstances. However, it is critical that these provisions are used judiciously and in accordance with the organization's policy and guidelines.

#### 3.4 Practice in Procurement Planning

The Annual Procurement Plan (APP) is a crucial document that organizations need to prepare in order to outline their procurement activities for goods, services, and infrastructure for the upcoming year. In BRAC, each program or enterprise creates an annual procurement plan based on its business plan and projected operations for the following year. A well-developed procurement plan is essential due to the following reasons:

- To achieve economical pricing
- Define the procurement method
- Identify potential sources
- Asses lead times
- Ensure value for money

For doing this procurement plan at first BPD collect the procurement requirement from each programme/enterprise. Concern programme or enterprise has collected their requirement from the field office to head office. And programme has consolidated their field office requirement and approved by the respective department Director. This approved procurement requirement has been sent to the BPD. BPD has compared this requirement with the yearly spending analysis and identified the gaps. This way BPD consolidates all programmes requirements and confirms the budget allocation with

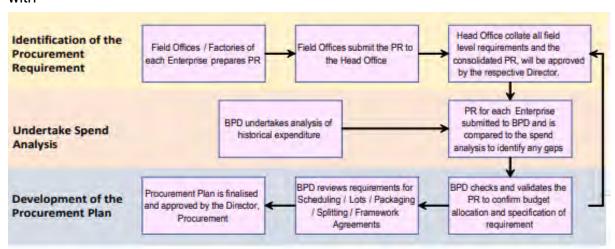


Fig: Procurement Planning Finalization Steps (Source: BPGIP 3rd Version)

checking with BRAC F & A department, specification of requirement. Finally, BPD reviews the whole requirements for scheduling/lots/packaging/splitting/FA. And this consolidated PP is ready for approval by the Director, Procurement.

#### 3.4.1 Annual Procurement Form used in BPGIP:

			ANNUAL		UREMENT		EIVIENT	(PK)	
				F	OR ENTER	PRISES			
the Yea	ır.								
terprise									
me of Ini	itiator								
nature									
		Unit	Oty Read	Est.	Delivery	Verified	Budget	Approved by Director	Romarks
SI No.	Name of Good/ Service/ Consulting Service	DINE	Gty rade	Cost	Schedule	ву	Code	Enterprises.	Remark
SI No	Good/ Service/	3	4						10
	Good/ Service/ Consulting Service			Cost	Schedule	Ву	Code	Enterprises.	
	Good/ Service/ Consulting Service			Cost	Schedule	Ву	Code	Enterprises.	
	Good/ Service/ Consulting Service			Cost	Schedule	Ву	Code	Enterprises.	
	Good/ Service/ Consulting Service			Cost	Schedule	Ву	Code	Enterprises.	

Fig: Annual Procurement Requirement Form (Source: BPGIP 3rd Version)

#### 3.4.2 Preparation of Procurement Planning:

All programme/ enterprises have sent to their approved procurement requirement to BPD. Based on this, BPD has scheduled the procurement plan like identify the package and order then giving into a unique code, estimate cost and procurement method, indicative dates, invitation dates, signing of the contract, and completion of the contract.

2 20000					thod	gui	sp			Indi	cative D	ates	
SI No.	Package No.	Description of Procurement Package (as per PR)	Unit	Quantity	Procurement Method	Contract Approving Authority	Source of Funds	Estimated Cost in Tk.	Pre- qualification	Invitation	Signing of Contract	Completion of Contract	Delivery
-	1	2	3	4	5	6	7	8	9	10	11	12	13
1													
2													

Fig: Procurement Plan format (Source: BPGIP 3rd Version)

#### 3.5 Practice in Sourcing

In any procurement process sourcing is the core activity which includes identifying to choose the right suppliers, negotiating with vendors, and finalizing the contract agreement. The main objective of sourcing is to ensure the smooth delivery of products with the highest quality and best prices. In BPGIP sourcing process covers the preparation of invitation documents, choosing procurement methods based on the financial amount given in the requisition, selection of suppliers, and issue purchase orders.

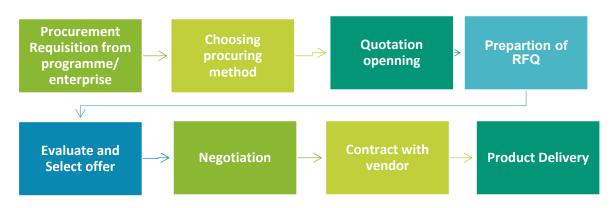


Fig: Sourcing Steps followed in BRAC

#### 3.5.1 Field Procurement:

As BRAC operates all over Bangladesh in 64 districts. For smooth operational function, they have endorsed two approaches: field procurement and central procurement. Field-level purchases must be made in accordance with the approved PR by managers/in-charge officers of field offices with the Competent Financial Authority's (CFA) approval. A purchase committee has been formed with 3 to 5 members which is headed by the manager/ in charge of the Regional office/ branch. In field procurement, Quotation Method (QM) and Direct Purchase Method (DPM) only allowed to do. Manager / In-charge initiating this process with a Requisition Form (RF) and collecting quotations from vendors against this requisition. After that all documents have sent to the respective Programme Manager for approval. Programme manager verified the approved procurement requirement (PR) shall approve the purchase and instruct them to initiate the procurement.

#### 3.5.2 Central Procurement:

The Procurement Department of BRAC is responsible for managing the central procurement process. Whenever a department, program, or enterprise needs to make a procurement request, they send it to the Procurement Department. Currently, the Procurement Department uses an automated system in an Enterprise Resource Planning (ERP) system to manage all procurement activities. When a user initiates a procurement requisition in the ERP system, it goes to the Finance and Accounting (F&A) department for budget recommendations and final approval by the respected programme director. The approval process depends on the staff and procurement threshold defined in the Table of Authority (TOA).

#### 3.6 Procurement Methods for Product/ Goods:

The Procurement Department of BRAC is responsible for managing the central procurement process. Whenever a department, program, or enterprise needs to make a procurement request, they send it to the Procurement Department. Currently, the Procurement Department uses an automated system in an Enterprise Resource Planning (ERP) system to manage all procurement activities. When a user initiates a

procurement requisition in the ERP system, it goes to the Finance and Accounting (F&A) department for budget recommendations and final approval by the respected programme director. The approval process depends on the staff and procurement threshold defined in the Table of Authority (TOA).

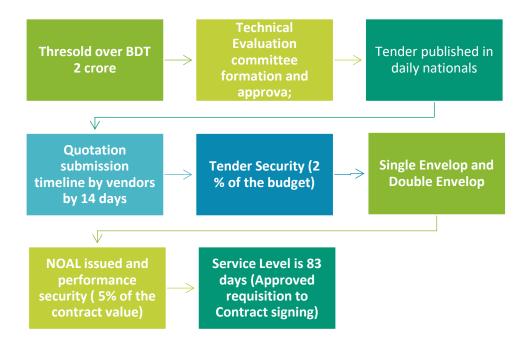
In BPGIP below mention procurement method has been discussed:

- 1. Open Tendering Method (OTM)
- 2. Limited Tendering Method (LTD)
- 3. Director Purchasing Method (DPM)
- 4. Quotation Method (QM)
- 5. Single Source Selection for Goods and non-consulting services
- 6. Decentralized procurement by department
- 7. Framework Agreement

#### 3.6.1 Open Tendering Method (OTM)

Open tendering is the preferred process in procurement which promotes transparency, fairness, and competition. Open tender publishes in the newspaper, BRAC Procurement Website (procurement.brac.net) publicly so many suppliers have participated and the organization can achieve the best price and best quality product or service. When the procurement estimate value over Tk. 2 crore. However, considering the availability, complexity and delivery schedule of the product/service to be procured, OTM may also be applied, where appropriate, even where the value of any contract of goods and related services or non-consulting services to be procured is less than Tk. 2 Crore. All relevant suppliers registered in the ERP must be notified of the IFT through the ERP system.

#### **OTM Process:**

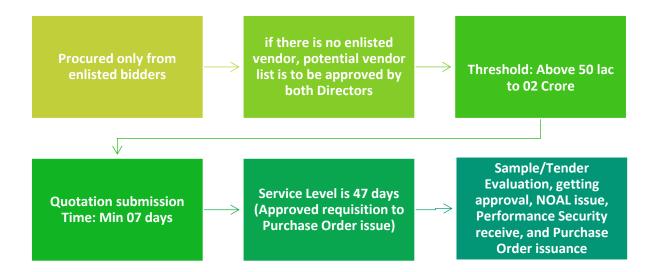


#### 3.6.2 Limited Tendering Process:

In accordance with the Thresholds, LTM will be utilized for procurement with a value exceeding Tk 50 lac but not exceeding Tk 2 crore. If LTM is to be used for procurement exceeding Tk 2 crore, a Method Change Request Form must be created and approved to provide justification and rationale for the change in method from LTM to OTM. The processing and evaluation of tenders will follow the OTM guidelines, with some exceptions.

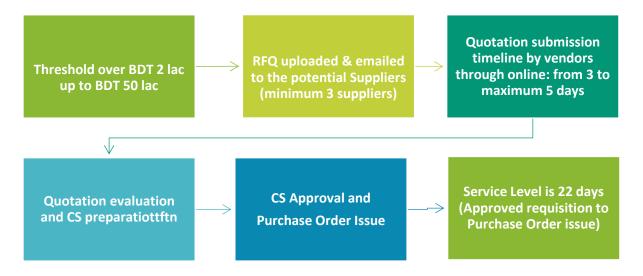
For instance, LTM will involve obtaining tender submissions from Enlisted Suppliers or a potential bidders' list of at least 3 approved bidders, which will be invited to tender through the e-Tender portal without discrimination. Additionally, the time allowed for submission of tenders under LTM should be a minimum of 7 days, and the Lowest Cost Compliant evaluation method will be used for all LTM, as it is used in the enlistment process. If the recommended supplier has not been previously enlisted, a site visit will be required, and the supplier must be enlisted before purchase approval.

Under this LTM method tender security is not mandatory but preferable. Apart from this, all processes are same are maintained which followed in the OTM.



#### 3.6.3 Quotation Method (QM):

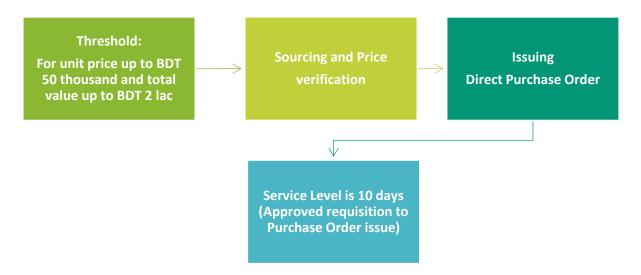
BRAC may use the QM (Quotation Method) procurement method for low-value goods and related services, as well as non-consulting services that are easily available and standard off-the-shelf commodities. This method can be used when more competitive methods are not cost-effective or efficient. The value of goods and related services/non-consulting services procured under QM should be between Tk 2 lac and Tk 50 lac.



#### 3.6.4 Direct Purchase Method (DM)

BRAC may use Direct Procurement Method (DPM) to procure goods and related services/non-consulting services from a single source without going through the full tendering process, provided that it is not used to avoid competition or favor any particular tenderer. DPM may be used for purchases with unit prices up to Tk 50,000

and total values up to Tk 200,000 where conducting other procurement methods is not cost-effective.



In mention below circumstances, DPM may be used:

- the procurement of goods and services for emergency health care, natural disasters, development programs
- proprietary items with no alternative source
- perishable commodities and construction/maintenance issues that threaten staff, property, or equipment
- To purchase BRAC sponsored vegetable, fruits, floriculture, and horticulture items etc. for eventual export overseas.
- Immediately resolve breakdowns of equipment (e.g., generators, lifts, vehicles, and similar equipment).
- BRAC sponsored items for eventual export overseas
- Up to 30% of the original PO value within 6 months

#### 3.6.5 Single Source Selection for Goods and Non-Consulting Services

BRAC can procure goods or non-consulting services from a single source above the DPM threshold if the Single Source Request Form has been approved. Approval for procurement up to Tk 2 crore is required from the Chief Financial Officer, while for procurement over Tk 2 crore, approval is needed from the Executive Director or Managing Director. The Single Source Request Form should explain the reason for sole sourcing and how it ensures value for money. Valid reasons for sole sourcing

include emergencies, necessary permissions, market analysis identifying only one qualified supplier, follow-on work, or unavailability of repair services or parts from other sources.

#### 3.6.6 Decentralized procurement by department:

When items are not under a framework agreement and the procurement threshold is 10K or below 10K, the procurement is decentralized to the department.

#### 3.7 Framework Agreement:

The Procurement Regulations define a FA as:

A FA does not establish a legally binding contract between the parties. Instead, it is an arrangement that describes the terms and conditions that will apply if a purchaser wishes to procure the good or services from FA supplier, using a Call-off Contract.

#### Features of FA in BPGIP:

- Refers as standing offer arrangements, running contract, panel arrangements, or master service agreements.
- This is made from soul or multiple sources for deliveries /performance over a definite or indefinite period. Minimum contract period of 6 months and maximum up to 3 years.
- FA is the contract agreement where the product specification, price, delivery location and other terms and conditions are fixed and the supplier delivered the product when the purchase order issued.
- FA contract may arise in any emergency arise. BPD does not use the FA for any core item/ capital contract, highly technical or specialist items.

#### Selection Process of Goods/Services for FA:

BPD identified goods/services based on below factor

- One-year historical data of purchasing of each item
- Yearly PR which received from programme part.
- Type of product: complex/ technical or recurring.

#### Live Framework items

BPD has currently 193 live framework items on different period on different items mention below:

Printing item	Photocopy Machine
Tissue Paper	Home appliance
Powder Milk	Fabric and Tailoring Shop
ID card Ribbon	Light and accessories
Electronic Accessories	Office Supplies
IT Accessories	Software
Toner	AC Maintenance accessories
Tire and Battery for Vehicle `	Pathological Items
Fire Extinguisher ABC, C02, Foam	Laptop and Desktop
Medicine	Visiting card
Construction Items, cement,	Hardware Items
Sanitary Items	Lab consumable, Reagents and Rapid
	Test Kit
Shoe	Educational Material

#### 3.8 Methods of Consulting Services:

Consulting services are acquired by issuing a Request for Proposals (RFP), where the submission process involves two distinct envelopes. Both the technical and financial proposals are submitted simultaneously but in separate sealed envelopes.

3.8.1 Quality and Cost-Based Selection under open tendering (QCBS-O), including its variation International Competitive Tendering (ICT) where applicable; The QCBS-O (Quality and Cost-Based Selection under Open Tendering) procurement method is used when the estimated value of a contract exceeds Tk. 2 crore. However, it can also be applied for contracts below Tk. 2 crore in certain situations, such as when there is a need for open competition or for complex procurements. QCBS-O involves inviting consulting firms through an open market invitation, which can be done through a two-stage process (EOI followed by RFP) or a one-stage process (direct issuance of RFP).

#### 3.8.2 Quality and Cost Based Selection under limited tendering (QCBS-L);

QCBS-L is mandatory when the estimated value of the resulting contract is more than Tk 50 lac up to Tk 2 crore. However, it can also be applied when the estimated contract

value is less than 50 lac, under certain circumstances. For example, if there is sufficient time available or if competition is considered important. This allows flexibility in the application of QCBS-L based on the specific situation.

#### 3.8.3 Proposal Method (PM):

BRAC has a procurement method called the Proposal Method (PM) for consulting services valued up to Tk 50 lac. Under PM, the RFP document is issued to at least three consultants capable of delivering the services. Consultants registered in the Supplier Database or those who have previously worked with BRAC are given priority, along with other known consultants in the market.

#### 3.8.4 Single Source Selection (SSS):

Single Source Selection (SSS) is a procurement method that may be used for consulting services when a Single Source Request Form has been approved. The approval process varies based on the procurement value:

For procurements up to Tk 2 crore approval by the Chief Financial Officer. For procurements over Tk 2 crore, approval by the Executive Director is required.

The Single Source Request Form must provide detailed justification for why sole sourcing is necessary and how it will ensure value for money. The reasons for sole sourcing may include:

- Genuine emergency situations
- Market analysis indicates that only one supplier can provide the service
- Repair services/ parts are only available from original equipment manufacturers
- Work needed is a continuation of previously gained knowledge and experience
- Consistency in products used previously is important for effective product/ service delivery

#### 3.9 Types of Contract:

Various types of contracts can be applied to procurement methods, regardless of the specific procurement process. These contract types include:

(i) Lump Sum Contract: This type of contract involves a specified amount of work or delivered goods that must be completed by a predetermined date at a pre-agreed price. The price is usually quoted in advance and remains fixed throughout the contract.

- (ii) Unit Price Contract: A unit price contract incorporates variables such as volume, typically for goods, materials, and labor. The unit price includes all overhead costs. The final contract price is determined based on the actual supply of goods and services during the contract period.
- (iii) Fixed Price Contract: In a fixed price contract, the contract price for goods and/or services remains fixed and cannot be altered unless specific provisions, such as contract changes, scope adjustments, economic pricing, or defective pricing clauses, are included in the agreement.
- **(iv) Framework Arrangement:** A framework arrangement, also known as a framework agreement, standing arrangement, or running contract, is established to outline specifications, delivery terms, prices, and contract conditions for future purchases.

These contract types offer flexibility in structuring procurement agreements and cater to different requirements and circumstances. Details are discussed in section 3.6 Procurement Methods for Product/ Goods.

#### 3.10 Vendor Management:

The purpose of Vendor Management processes is to ensure that BRAC has effective and sustainable working relationships with its suppliers, that suppliers are meeting the requirements stated in the contracts and purchase orders, and that they are conforming to all the terms and conditions. The overall goal of **Vendor Management** is to ensure that suppliers and the services they provide are managed using a consistent and uniform approach that supports BRAC's operational objectives and countrywide operations.

#### 3.10.1 Supplier Enlistment:

This passage outlines the process for the enlistment of suppliers for a maximum period of two years through advertising in newspapers and on the BRAC e-Tender/Procurement web portal. The evaluation of prospective suppliers will be carried out by the BPD, and enlisted suppliers will be approved by the Director of

Administration and Road Safety Programme. The enlisted suppliers will be evaluated based on their professional and technical qualifications, prior experience, capacity, after-sales service, managerial capability, financial resources, reputation, and tax compliance. BRAC will verify the documentary evidence and information provided by the suppliers and may also obtain relevant information from relevant authorities or organizations. Site visits may be undertaken for verification, but this may be waived. The enlistment can be renewed by replacing the documents of enlisted suppliers with updated ones, and new applications may be assessed during the renewal of enlistment.

The policy requires all Suppliers and prospective Suppliers to register through the Supplier portal in the ERP. The registration process captures key information, including compliance documents and details about the goods/services provided. The Supplier Database in the ERP is used to capture important information about BRAC's Suppliers and prospective Suppliers, including performance, to create a comprehensive list of Suppliers for procurement activities. The database is initially populated with information from Supplier Registration and updated with applicable information relating to Enlistment, contracts awarded, Supplier performance, and Supplier Ban. The purpose of this is to ensure up-to-date information on Suppliers and their performance is available to inform sourcing activities like QM and QCBS-L.

#### 3.10.2 Supplier categorization

BRAC categorizes suppliers into four categories based on their complexity and annual expenditure. These categories are as follows:

Criteria	Classification					
Is the Supplier easily replaceable or critical to BRAC operations?	No	Yes	No	Yes		
Is the annual spend with this Supplier above Tk. 20 million?	Yes	Yes	No	No		
Supplier Classification	Strategic	Major	Niche	Tactical		

#### i. Strategic suppliers:

These are suppliers that are critical to BRAC's operations and have a significant impact on the organization's strategic goals. They have a proven track record of delivering high-quality goods and services and have a long-term strategic partnership with BRAC. These suppliers are given the highest priority and are managed through a formal supplier relationship management program. Strategic Suppliers are characterized by an annual spend value of over Tk. 20 million, products or services that are not easily found in the market, and are business-critical with few or no alternative Suppliers.

#### ii. Niche suppliers:

These suppliers are specialized and have unique capabilities that meet the specific requirements of BRAC. They have a proven track record of delivering high-quality goods and services, and their services are essential to BRAC's operations. These suppliers are also given high priority and are managed through a formal supplier relationship management program. If the annual spend value below Tk. 20 million are considered Niche Suppliers,

#### iii. Major suppliers:

The Major Suppliers of BRAC are those who have a significant annual spending value of over Tk. 20 million and provide readily available products or services that are low risk or low complexity in nature. Although their failure could have an impact on BRAC, it would not be catastrophic since there are alternate Supplier options available. The team is responsible within BRAC and the Supplier shall own and manage these Suppliers, with regular and frequent contract and performance reviews. The switching barrier/cost for these Suppliers is medium to low.

#### iv. Tactical suppliers:

These are Suppliers who provide goods and services to BRAC, but they are of low importance. If one of these Suppliers fails, it will not have a significant impact on BRAC, and they can be easily replaced. They are typically low in business value compared to other types of Suppliers. These Suppliers are managed and owned by the team responsible within BRAC, and annual contract and performance reviews are conducted. The annual spend value for these Suppliers is below Tk. 20 million, and their products or services are readily available in the market. They are not critical to

the business and have many alternative Supplier options available. These Suppliers have low technical complexity and switching barrier/cost.

#### 3.11 Supplier Relationship Management

To ensure that a Supplier can continuously meet BRAC's expectations and business requirements, there should be strategic alignment between BRAC's goals and the expectations of the Supplier. Different types of meetings will be scheduled and executed with all strategic, major, and niche suppliers to ensure alignment and effective management of the relationship. The meetings will address major issues, any risks, Supplier performance, and innovations, and agree on corrective measures, where required, to rectify deviations from agreed required performance.

#### 3.12 Procurement Audit:

The guidelines or terms of reference for both internal and external financial auditors should include the verification of procurement files on a sample basis. The findings from this verification process should be included in the audit reports issued by the auditors.

If the need arises, such as when queries are raised within BRAC or by development partners, or if financial audits reveal weaknesses in procurement, BRAC has the option to appoint a specialized firm to conduct an independent procurement audit. This independent audit serves as an additional measure to ensure thorough scrutiny of procurement processes.

It is important to note that reference should also be made to the Internal Audit Manual, which is updated from time to time. The current edition of the Internal Audit Manual is from 2019, but it may have been revised since then to reflect any changes in procedures or regulations.

# **Chapter 4**

#### 4.1 Findings:

- The detailed procurement system of BRAC by being a part of it.
- The mechanism of category procurement, live framework items, field procurement, supplier categorization, supplier management, and billing and payment procedure including tax deducted at source (TDS) and VAT.
- Method of different types of procurement like open tendering, limited tendering, quotation, proposal, direct purchase, etc.
- Choosing and executing the appropriate method of procurement as per the procurement policies of BRAC.
- Inventory Management, Market Survey, Spend Analysis, and ERP System

#### 4.2 Challenges:

**Delayed Payment:** After delivering the products there are some other procedures for getting payment. Usually, the contract specifies that payment will be made within 45 days. It may be due to the high volume of bills. This can cause dissatisfaction among suppliers.

**Long Approval Process:** The process of obtaining approval for a purchase, starting from the requisition stage and ending with the issuance of a purchase order, is managed through an ERP system with multiple layers of approval. However, the approval process can sometimes be delayed by the users, resulting in a delay in the delivery of the final product.

**Increasing Dollar Exchange Rate:** Due to the increasing dollar exchange rate, the price of materials and products has gone up. This was seen in some cases where the lowest bidder in the PTN stage had to increase their prices, affecting the budget. To overcome this challenge, a PO was issued with the condition of waiving the PS. This is the most crucial challenge nowadays.

**Changes in VAT and TAX rules:** The challenges that arise due to frequent changes in government regulations, can result in legal issues and penalties if not complied with. Additionally, notifying vendors and consultants of changes in VAT rate, tax, or

government rules can be a time-consuming and challenging task, requiring careful coordination to ensure everyone is aware and prepared to comply.

#### **Capacity to handle international procurement:**

The lack of a dedicated department for international procurement leaves ample room for improvement in this area. One of the key challenges in international procurement has been the inadequate vendor base.

#### **Capacity to handle service procurement:**

BPD maintains a distinct unit for service and consultancy procurement. The primary challenges they face include the uniqueness and complexity of certain consultancy needs, which can make it difficult to secure suitable proposals through standard procurement channels. Sometimes, their vendor base may not be extensive enough to meet these requirements. Additionally, limited funding is available for posting job advertisements on international global sourcing websites. Consequently, BPD often resorts to publishing their tender announcements on their portal or local Bangladeshi job websites. This approach results in missed opportunities for engaging in international sourcing for their programs or departments.

#### **Stakeholder Management:**

In BRAC, there is a multitude of stakeholders, both internal and external. Among the internal stakeholders, BPD takes into consideration various BRAC programs and entities such as, Investment, Ayesha Abed Foundation, Aarong, and HCMP. On the other hand, external stakeholders encompass vendors, consultants, donors, and others.

Managing all these stakeholders can be exceptionally challenging due to the sheer volume of staff within BRAC and the extensive vendor base that BPD oversees. Furthermore, BRAC Procurement is tasked with handling a wide range of unique and

diverse items, which makes it difficult to anticipate their needs in advance. Additionally, meeting the deadlines for projects funded by donors can pose a significant challenge.

#### Sustainable procurement:

While there are no specific guidelines in BPGIP for sustainable procurement, BPD has undertaken numerous initiatives to promote sustainable procurement and green procurement. One such initiative is the restriction of PVC items to reduce carbon emissions. Incorporating safeguard policy in contract, they are always working to ensure VFM to ensure resource efficiency.

#### **Grey Areas in Procurement Policy Guidelines:**

Within the procurement policy guidelines outlined in the BPGIP, several notable gray areas exist, particularly:

Missing terms of Partnership Management: The BPGIP falls short in providing explicit guidance on partnership management. Partnership procurement offers numerous advantages, but these are not adequately addressed within the policy. There is a pressing need to clarify the procedures and criteria for effective partnership establishment and management.

**Limited Application of Joint Ventures:** The policy confines the use of joint ventures primarily to the open tendering method. This restriction limits the flexibility and adaptability of procurement practices. Other procurement methods should also be explored to accommodate the diverse needs and circumstances of various projects.

**Missing terms of Works Procurement:** While the policy comprehensively covers services, goods, and consultancy procurement, it neglects the extensive domain of works procurement. Works procurement represents a dynamic and multifaceted area that demands specific attention and guidance within the BPGIP.

**Absence of Subcontracting Guidelines:** Subcontracting is a common practice in many procurement scenarios, yet the BPGIP does not provide clear directives on how subcontracting should be managed and regulated. Subcontracting guidelines are essential to ensure transparency and accountability in the procurement process.

**Lack of Outsourcing:** The policy does not offer a structured framework for outsourcing procurement activities. Outsourcing can be a strategic choice to leverage specialized expertise, but without clear guidelines, it may result in inefficiencies and risks.

#### Risk management:

While there is no specific guideline in BPGIP on how BPD manages risk management. Though BDP has taken comprehensive measures to address, transfer, and mitigate risks through its processes. These measures include supplier enlistment through thorough due diligence checks, the inclusion of termination, safeguarding, and money laundering clauses, VAT and tax laws, clear instructions on how to invoice as well as vendor evaluation. In contrast, BRAC manages risk through a separate "Risk Management" department." Therefore, the risk is inhibited in ensuring a quality product, and on-time delivery sometimes.

**Supplier performance Evaluation:** Supplier performance is not evaluated in every delivery done.

**All features are not incorporated in ERP:** Though all task is executed through ERP like framework agreement implementation, LC management, bill processing by F& A.

**Employee Turnover Rate:** The employee turnover rate is high for this year. To manage these challenges, they bring new resources.

#### 4.2 Recommendation:

#### A. Process:

**Automatic Bill Processing System:** Automatic bill processing system should be integrated with the current Enterprise Resource Planning (ERP) solution.

**Shorten the payment period time:** The maximum bill processing time of 45 days is considerably long for any small vendor. So, reducing this processing time to ensure faster payments is required for both BRAC and vendors

**Simple Approval Process:** Simplifying the approval process for procurement process/ single source selection for some products like IT products may reduce procurement time.

**Outsourcing Framework:** Develop a framework for outsourcing procurement activities within the policy. Ensure that outsourcing decisions are made with a focus on cost-effectiveness and efficiency.

#### **B.** Administration and Training

**More Focus on International Procurement:** BPD is almost doing local sourcing. There should be more focus on creating global sourcing.

**Exchange Rate:** BPD can take a price escalation clause in their contract or make a long-term contract and put a hedging option. By staying proactive and informed, potential price increases can be anticipated, and appropriate measures can be taken to mitigate their impact. Incorporate contingency provisions in project budgets to account for potential price increases resulting from exchange rate fluctuations.

**Regular Review and Updates:** Commit to periodic reviews and updates of the procurement policy to adapt to changing needs, best practices, and legal requirements. Engage stakeholders, including procurement professionals, legal experts, and end-users, in the revision process to ensure comprehensive coverage of procurement issues.

**Training:** Organizing training sessions may help the program users about the procurement system, preparing item specifications, ToR, vendor compliance documents, etc.

Capacity Building: Invest in training and capacity-building programs to ensure that procurement staff are well-equipped to implement and adhere to the revised policy. Offer training on partnership management, works procurement, subcontracting, and outsourcing practices.

#### C. Policies, Guidelines and Gray Areas Mitigation:

**Procurement Inclusion:** Creating a separate section within the policy that addresses works procurement, providing clear guidelines, procedures, and best practices. defining the categories of works procurement and their respective procurement methods, taking into account the specific nature of construction and infrastructure projects.

**Subcontracting Guidelines:** Introduce a section on subcontracting within the policy, outlining the rules and regulations for subcontracting. Specify requirements for subcontractor selection, performance monitoring, and dispute resolution. Emphasize the need for transparency and disclosure in subcontracting arrangements.

**Broaden Application of Joint Ventures:** Allow for the use of joint ventures in various procurement methods, not just limited to open tendering. This flexibility will better accommodate different project requirements.

**Stakeholder Management:** Nurture strong relationships with suppliers by fostering open communication and collaboration. Engage in ongoing discussions with suppliers regarding market conditions, exchange rate fluctuations, and potential price impacts. Building a mutually beneficial partnership with suppliers can help in negotiating favorable terms, managing price increases, and finding alternative solutions during challenging situations.

#### D. Risk Management:

Advocate for the inclusion of risk management guidelines within the BPGIP to align organization practices with industry standards and best practices. As BRAC has a separate "Risk Management" department, explore opportunities for collaboration and knowledge-sharing to leverage each other's expertise in risk management. Establish a regular feedback loop to continuously assess and

improve risk management practices based on lessons learned and emerging risks.

#### 4.3 Conclusion:

BRAC's impactful work in providing skills, confidence, and tools to individuals, especially women, has been instrumental in transforming lives. For implementing programs often requires reaching remote areas, in Bangladesh also 18 more countries of the world. And BRAC's commitment to expanding their reach is evident. BPD plays a vital role in ensuring transparency, ethical practices, and sustainable procurement for the organization. Their ongoing efforts to automate and computerize processes demonstrate their commitment to efficiency and effectiveness.

As a Deputy Manager Admin in BRAC International's Admin department, my role involves coordinating procurement for BI while working closely with the BPD. During my internship period, overseeing the procurement process has been a demanding aspect of my work. This experience has enhanced my relationship management skills, sourcing and negotiation skills and deepened my understanding of the critical aspects of procurement.

In conclusion, BRAC's dedication to transparent and sustainable procurement practices, combined with its commitment to reaching remote areas, positions them well for continued success in its mission. As a member of the team, I am grateful for the opportunity to contribute to the organization's impactful work and look forward to further growth and positive change.

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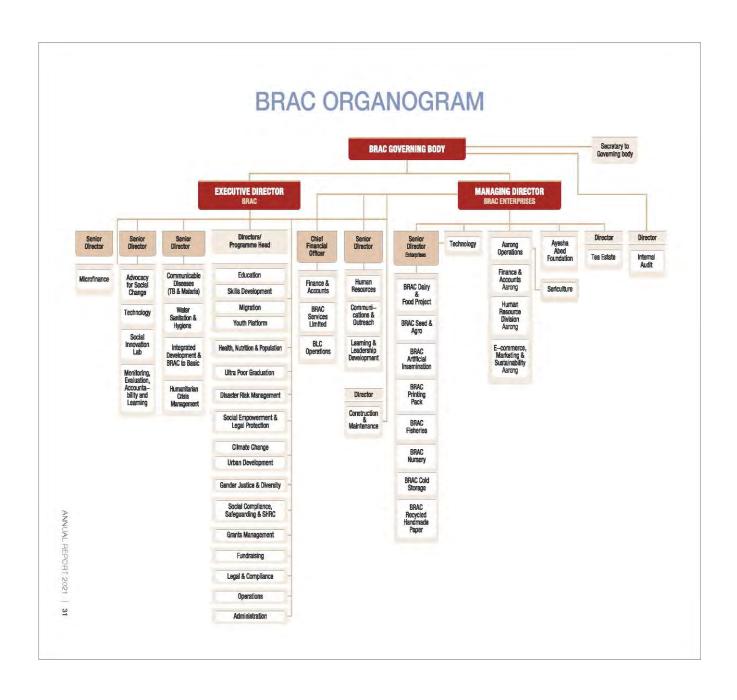
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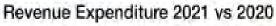
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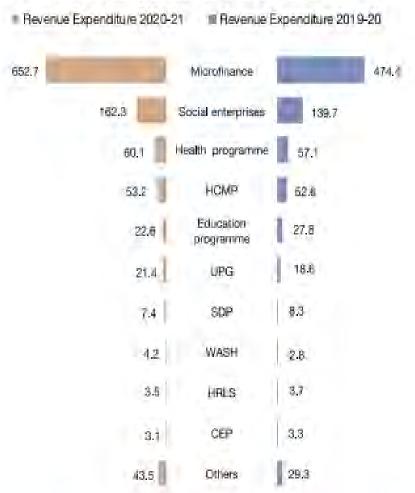
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#### Annex: I



Annex: II





#### Contribution of BRAC to Government Exchaquer

Particulars	30 June 2021		30 June 2020	
	BOT	USD	BOT	USD
t Tax Payment	700,000,000	8,836,297	279,684,768	3,331,564
deduction at source by the third parties	679,300,294	8,091,728	241,972,128	2,882,338
deduction at source from third parties	414,188,591	4,933,753	971,557,768	4,425,941
e Addied Tax	1,075,057,780	12,805,929	807,558,610	9,619,519
on Duty	213,795,374	2,546,699	377,802,557	4,500,328
[* ==	3,082,342,039	36,716,403	2,078,575,829	24,759,688
Pi-T	3,082,342,039	36,716,403	2,078,575	829

Exchange rate: 1 USD = BDT 83.95 as on June 30, 2021

#### Annex: III



### Donation Composition 2021 vs 2020

