

Report On

Procurement Process of Bangladesh Police

By

Md. Shahinur Islam

ID-22382039

A report submitted to the BRAC Institute of Governance &
Development in partial fulfillment of the requirements for
the degree of Master in Procurement & Supply Management

BRAC Institute of Governance and Development (BIGD)

BRAC University

April 2025

Declaration

It is hereby declared that-

1. This report is an authentic piece of work completed during my Master's degree program at BRAC University.
2. The content of this report doesn't include any material published before or written by any third party, without where proper citation and referencing have been applied to acknowledge the original source accurately.
3. The report does not include any content that has been approved or is currently under consideration for another academic degree or diploma at any university or educational institution.
4. I/we have appropriately acknowledged all significant sources of assistance and support throughout the completion of this report.

I affirm the honesty and integrity of this work and take responsibility for its originality and adherence to academic standards.

Student's Full Name & Signature:

Md. Shahinur Islam

22382039

BRAC University

Supervisor's Full Name & Signature:

MuhammadAdnanRahman

Deputy Project Director (Executive
Engineer, (PWD), Ministry of Food,
Government of Bangladesh

E-mail: adnan_0404100@yahoo.com

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DISCLOSING PARTY

Mr. Md. Shafiqur Rahman
ADC, Chakbazar Zone
Dhaka Metropolitan Police

RECEIVING PARTY

Md. Shahinur Islam
ID:22382029
BRAC University

Letter of Transmittal

To
Muhammad Adnan Rahman
Deputy Project Director (Executive Engineer, PWD)
Ministry of Food
Government of Bangladesh

Subject: Submission of the Report on the 'Procurement Process of Bangladesh Police'

Dear Sir,

It is my pleasure to submit the report titled 'Procurement Process of Bangladesh Police,' prepared under your guidance. I have endeavored to present the information accurately and provide well-considered recommendations in a concise and comprehensive manner.

Thank you for the opportunity to work on this project.

Sincerely,

Md. Shahinur Islam
ID-22382039
BRAC Institute of Governance & Development
BRAC University

Acknowledgement

I would like to express my deepest gratitude to all those who have supported me throughout the course of my research.

I extend my heartfelt appreciation to my academic supervisor, Muhammad Adnan Rahman, Deputy Project Director (Executive Engineer, PWD), Ministry of Food, Government of Bangladesh, for her unwavering support, insightful suggestions, and constructive comments. Her guidance has been a source of inspiration, significantly enhancing the quality of the final report.

I would also like to acknowledge and thank Mr. Md. Shafiqur Rahman, ADC Chakbazar Zone DMP, Bangladesh Police, his generous assistance and guidance in preparing this report. His expertise and willingness to share Knowledge has been instrumental in shaping the content. Furthermore, I am grateful to the concerned members of Bangladesh Police for providing me with the opportunity to collaborate with them Thank you for offering valuable information and insights that were essential for the completion of this report Your cooperation has been pivotal in enriching the content and ensuring its relevance and accuracy.

Sincerely

[Md.ShahinurIslam](#)

ID:22382039

BRAC Institute of Governance & Development

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Executive Summary

In this particular investigation, the Bangladesh Police's procurement system is investigated since it plays a vital role in purchasing various necessities, which include equipment and services. Corruption, lack of transparency, inefficiency, and irregularities had persisted even though efforts had been made through the Public Procurement Act of 2006 and later through implementation of e-Government Procurement (e-GP) system. Specifically, this research employs both legislative documents, notices of public tender, and expert reports as the source of secondary data. Studies indicate that delays are experienced due to officialism, insufficient training, and new-age digital corruption threats. Based on the observation the study recommends that; the procurement officers should be certified, the current procurement procedures should be standardized, greater visibility in the procurement process through audit, and increased adoption of the Procurement Management Information System (PROMIS). These have the general goal of combating corruption, enhancing preparedness to perform the police duties and utilizing available resources for serving the public effectively in Bangladesh Police.

Keywords: Procurement System, Bangladesh Police, Public Procurement Act (2006), e-Government Procurement (e-GP), Corruption, Transparency, Operational Efficiency, Procurement Challenges, Accountability, Procurement Management Information System (PROMIS)

Table of Contents

Declaration.....	2
Non-Disclosure Agreement.....	3
Letter of Transmittal.....	4
Acknowledgement.....	5
Executive Summary.....	vi
List of Tables.....	ix
List of Figures.....	ix
List of Acronyms.....	x
Chapter 1: Introduction	1
1.1 Background of the Study.....	1
1.2 Research Problem.....	1
1.3 Importance of the Study	2
1.4 Research Significance.....	2
1.5 Scope of the Study	3
1.6 Purpose of the Study	3
1.7 Research Methodology.....	4
1.8 Chapter Overview	5
Chapter 2: Methodology.....	5
2.1 Introduction.....	5
2.2 Research Approach: Qualitative Design.....	5
2.3 Data Collection Method: Secondary Documentary Review	6
2.4 Data Analysis: Thematic Analysis.....	6
2.4.1 Step 1: Familiarization.....	7
2.4.2 Step 2: Open Coding.....	7
2.4.3 Step 3: Axial Coding.....	7
2.4.4 Step 4: Theme Development.....	7

2.4.5 Step 5: Review & Refinement.....	7
2.4.6 Step 6: Definition & Reporting.....	8
2.5 Ethical Considerations.....	8
2.6 Summary.....	8
Chapter 3: Data Collection.....	9
3.1 Introduction:.....	9
3.2 Legal and Regulatory Framework for Procurement in Bangladesh.....	10
3.3 The Role of e-GP in Modernizing Procurement:.....	11
3.4 Implementation of the ICT One Stage & Two Envelope Tendering Method:.....	11
3.4 Tender Process and Evaluation:.....	12
3.5 Corruption Risks and Transparency:.....	13
3.6 Accountability and Transparency Mechanisms:.....	13
3.7 Impact of Procurement Processes on Operational Efficiency:.....	14
3.8 Performance Analysis and Capacity Building.....	14
3.9 Overview of Key Provisions in Public Procurement Act 2006 and Public Procurement Rules 2008 Relevant to Bangladesh Police.....	15
3.10 Examples of Bangladesh Police Tenders Using ICT One Stage & Two Envelope Method.....	16
3.11 Key Findings on Corruption Risks in Public Procurement in Bangladesh (General) and Potential Implications for Bangladesh Police.....	20
Chapter 4: Data Analysis and Discussion.....	22
4.1 Thematic Analysis of Procurement Practices in the Bangladesh Police.....	22
4.2 Theme 1: Governance and Regulatory Framework (RQ1).....	22
4.3 Theme 2: Operational Challenges and Inefficiencies (RQ2).....	23
4.4 Theme 3: Transparency and Accountability Mechanisms (RQ3).....	24
4.5 Theme 4: Operational Efficiency and Resource Availability (RQ4).....	25
4.6 Theme 5: Strategic Improvements and Capacity Building (RQ5).....	26

Chapter 5: Conclusion.....	27
5.1 Recommendations.....	27
References.....	30
Appendix A.....	33
Data Analysis.....	33

List of Tables

Table 1: List of Acronym.....	x
Table 2: Key Provisions in Public Procurement.....	15
Table 3: Examples of Bangladesh Police Tenders Using ICT One Stage & Two Envelope Method.....	16
Table 4: Corruption Risks in Public Procurement in Bangladesh (General).....	21
Table 5: Open Coding.....	34
Table 6: Axial Coding.....	35

List of Figures

Figure 1: Procurement Process of Bangladesh Police.....	9
Figure 2: Theme Building.....	22

List of Acronyms

Acronym	Full Meaning
PPA	Public Procurement Act
PPR	Public Procurement Rules
e-GP	e-Government Procurement
BPPA	Bangladesh Public Procurement Authority
IMED	Implementation Monitoring and Evaluation Division
AIG	Additional Inspector General
ICT OSTETM	ICT One Stage & Two Envelope Tendering Method
OCE	Official Cost Estimate
PROMIS	Procurement Management Information System
TEC	Tender Evaluation Committee
APP	Annual Procurement Plan
SDG	Sustainable Development Goal
OECD	Organisation for Economic Co-operation and Development
ACC	Anti-Corruption Commission
CPTU	Central Procurement Technical Unit

Table 1: List of Acronym

Chapter 1: Introduction

1.1 Background of the Study

Public procurement is an important instrument in the context of Bangladesh as it constitutes about 70% of the overall development budget of the country which is USD 13 billion in a year [1]. For a law enforcement body such as the Bangladesh Police, the procurement process is vital mainly because it helps to source equipment and other lifesaving items and facilities like vehicles and modern technological equipment required to enable better the provision of services. However, it is not uncommon for such a process to be affected by bureaucracy, corruption, and lack of transparency, all of which collectively hamper the procurement activity effectiveness of such strategic activities [2].

Known as the official law enforcement and public order organization of Bangladesh, the Police comes under the Ministry of Home Affairs. According to the structure of the AIG, the Equipments division is situated in Dhaka and is in charge of procurement of agency equipment needed in their operation. The division is headed by using the ICT One Stage & Two Envelope Tendering Method [3]. Indeed, public procurement is an enabler in allowing the Bangladesh Police to meet emerging security threats; however, suboptimal procurement in the police may compromise the efficient delivery of the police mission and hinder the acquisition of key resources and assets.

Procurement in the case of public institutions is very crucial to prevent favouritism in the allocation of resources and timely delivery of services. Since 2002, reforms, which are the Public Procurement Act enforced in 2006 and the Implementation of e-Government Procurement (e-GP) etc have been made to increase participation, competition and fairness in the procurement system in Bangladesh [4]. Many attempts have been made but it is evidenced that some key issues still exist, for instance, the biggest portion of the Annual Development Plan (ADP) is spent on procurement but corruption and mismanagement drain the resources [5]. Such inefficiencies, in the sphere of law enforcement, can negatively affect people's confidence and hamper the functioning of the police.

1.2 Research Problem

There are several issues related to the structure and operation of procurement in the context of Bangladesh Police which makes it inefficient. Among these is a lack of compliance with the procurement laws whereby the PPR are interpreted partially, and abuse of the technical

requirements with a view of rigging a particular tender [2]. Tendering approval and cost escalation are also some of the key reasons that are caused by poor budgeting and cost estimation practices, which prolong the problem [4]. Also, the issues with the procurement procedure are poor publication and availability of tender notices, and the documents in English only for the projects financed through foreign resources [4].

Although there is extensive theory on general public procurement and its reform, few papers have been written on procurement within LEAs. Prior research limitedly focuses on macroeconomic factors and does not explain the role of institutional culture as well as operating pressure on institutions, predominantly the Bangladesh Police in the given policy conclusions[6]. For example, another study conducted in 2013 stated that there is widespread corruption in procurement, but it failed to establish an impact on police performance [4].

1.3 Importance of the Study

It is in this light that the following research seeks to address the research questions that could help in enhancing accountability in the Bangladesh Police's procurement system. It will provide policy-makers with knowledge of how to adjust procurement reforms to handle said operational constraints, especially as they relate to logistics in law enforcement. The study also helps in attaining another goal of SDG; Goal 16: peace, justice and strong institutions through combating institutional corruption [5].

1.4 Research Significance

The implication of the findings of this study is in the provision of essential information that will benefit policy makers and practitioners in developing policies that address the problem areas for implementation in universities. Recommendations will help improve the level of compliance with the PPR so that the discretionary abuses may be minimized [2]. Further, since fraud is estimated to cause losses ranging from 10–30% in the execution of public projects, such research would be relevant in reducing such losses as evidenced by the OECD (2016)[7]. It will also fill gaps in manpower and technical know-how especially when implementing the system such as e-GP at the regional level[8].

The benefits of this research will go to law enforcing organizations and institutions, which are to benefit from improved procurement regulation to enhance resource acquisition. Government bodies will obtain reasonable, insight-based suggestions to fill gaps in the PPR,

while the civil society will be able to gain insights into the institutional expenditure to improve their trust in the institution.

1.5 Scope of the Study

The geographical limitation of this particular study is centred on the procurement entities located in Dhaka that speak about the impact of the AIG Equipment division: Police for its current functioning all over the country [3]. The organizational context will consider ways through which the procurement functions of the logistics and equipment divisions within the Bangladesh Police Force can be evaluated and the effectiveness of the tender evaluation committees and budgeting processes adopted [5]. Procurement activities that would be in the line of the study include procurement from the year 2018 to 2025 post-reform challenges, and e-GP systems integration.

This research gathers data from secondary sources to explore and analyze the weak links in the procurement and development of Bangladesh Police and then outline the reform structure in the police force and the law enforcement sector as a whole.

1.6 Purpose of the Study

Research Aim

The purpose of this study is to determine the procurement system of Bangladesh Police, its problems, and the best strategies to address the issues in the procurement system within the public sector.

Research Questions

1. What are the current procurement policies and procedures followed by the Bangladesh Police?
2. What are the main challenges and inefficiencies faced by the Bangladesh Police in their procurement process?
3. How transparent and accountable is the procurement process within the Bangladesh Police?
4. What is the impact of the current procurement process on the operational efficiency of the Bangladesh Police?

5. What are the key areas where improvements can be made in the procurement process of the Bangladesh Police to enhance transparency, efficiency, and compliance with best practices?

Research Objectives

1. To analyze the current state of procurement policies and practices that are employed in the Bangladesh Police and the lapse of legislation that rules the procurement process.
2. To explore the major problems and bottlenecks associated with the procurement process of Bangladesh Police in particular the issues relating to delay, opacity and corruption.
3. To measure the level of transparency of the procurement system and its correlation with the rules in Bangladesh Police.
4. To apply the method of evaluating the suitability of the procurement process to the enhancement of the overall organisational effectiveness of the Bangladesh police and determining how the procurement process influences the performance of police operations.
5. To pass recommendations that can be effective in the improvement of the procurement of the Bangladesh Police Force; concerning the importance of efficiency and compliance with relevant rules and regulations on public procurement..

1.7 Research Methodology

The type of research to be used in this study to examine the procurement practice of the Bangladesh Police is qualitative research derived from secondary data. In this study, primary field data collection is not conducted due to reliance on legislative data (PPA 2006; PPR 2008), e GP portal documents and records, summaries of PROMIS, tender notices (2018-2025), and specialist reports. Thematic analysis [23] organizes data analysis by six holistic procedures which include; the coding process, sorting and degenerative procedures, analytical memoing and searching, data reduction, theme emergence and speculation, and defining and reporting. It also allows for inductive reasoning for the manipulation of the GP score (gap prediction), as well as deductive reasoning for governance, challenges, transparency, efficiency, and themes regarding capacity building. To eliminate any possible ethical issue, only public domain data are used in this article and no individual's identity is revealed.

1.8 Chapter Overview

- Chapter 1 ensues with a description of the background to the study and the context in which it was developed, an identification of the problem under study, justification of the study, the domain within which the study is focused, an outline of the objectives of the study and an explanation of the research methods to be used.
- Chapter 2 offers information on methodology, including a rationale and plan of the research.
- Chapter 3 focused on the data collection through secondary sources and discussed on legal requirements of GP modernization, ICT, tender and corruption issues, transparency, operation improvement aspects and capacity building plan.
- In Chapter 4 of the dissertation, thematic analysis and discussion are provided in response to the research questions that correspond to five themes.
- Chapter 5 recommends and synthesized the conclusion in the completeness of this chapter.

Chapter 2: Methodology

2.1 Introduction

This chapter, therefore, describes the rationale for methodological decisions for the study of Bangladesh Police procurement. In this paper, it is first warranted why the chosen method is more appropriate for the research and why the data collected is secondary data sources. Second, the process of thematic data analysis, including the initial codes, axial codes, and emerging themes is explained. Lastly, it presents the step-by-step operationalization of the study.

2.2 Research Approach: Qualitative Design

The qualitative research method was chosen as a way of providing detailed and contextualized data that explains procurement policies, issues and accountabilities[16]. Qualitative research allows for consideration of the process specifics – in this case, GP implementation, ICT OSTETM use, and corruption risk evolution – based on textual and documentary data. This can be attributed to the study's goal to draw meanings and patterns out of current legal text as well as other forms of text such as GP records, expert reports, and

tender documents, unlike other quantitative research that depend on fixed variables to estimate the research subject.

Justification:

- **Depth and Context:** The field of procurement in the selected area of law enforcement is inherently complex because it forms part of the institution's culture and practices as well as incorporates digital change; therefore, the study design for a qualitative record draws on this strength[17].
- **Flexibility:** New forms of digital corruption (such as bid score manipulation) arose; a qualitative-interpretive lens allows for it.
- **Knowledge Accumulation:** Issues derived from themes may be applied to coordinating agency policy and future testing with numerical data[18].

2.3 Data Collection Method: Secondary Documentary Review

Different from primary surveys or interviews, this paper is going to use only secondary sources.

- **Legislative Documents:** Public Procurement Act 2006, Procurement Rules 2008.
- **BPPA/BPPA:** This involves BPPA/BPPA yearly studies and IMED/IMED lively reports.
- **e GP System Logs & PROMIS Summaries:** Public portal APPs, audit trail excerpts.
- **Tender Notices & Award Records:** map of ICT OSTETM tenders for the year 2018 to 2025.

Justification:

- **Practicality:** Reduction of time and effort, as opposed to gathering data from the field: I had access to all the legal and formal documents required[19].
- **Sub-themes:** The secondary sources provide information from both before and after the GP reforms and from various agencies[20].
- **Ethics & Permissions:** Thus, the use of public data eliminates the issue of police interviews where data such as videos and images are confidential[21].

2.4 Data Analysis: Thematic Analysis

Therefore, to examine the secondary data set systematically and pinpoint, classify and report themes, Thematic analysis was employed. This indeed is very flexible to adapt the inductive

identification of new issues such as the GP score tampering and the deductive mapping of the five research questions[22].

2.4.1 Step 1: Familiarization

- Read all documents multiple times.
- Review the first impressions and thoughts on them as well as possible repeated ideas within margins.

2.4.2 Step 2:Open Coding

- Develop a clear list of alphanumeric codes (for instance, “e GP digital signatures”, “multi-tier OCE approvals”, “forecasting gaps”, “audit trail immutability”, “conflict declarations”.
- Each code should be individually numbered as OC #.
- Facilitate identification of code units of meaning at the sentence or the paragraph level from all the sources.

2.4.3 Step 3: Axial Coding

- Cluster the open codes by relatedness in the sense of conceptualization (for example, codes about laws, codes on lateness, codes on risks of scams).
- Linking between categories for instance “Training gaps”; “Process Delays”.

2.4.4 Step 4: Theme Development

cluster the axial categories into five perspectives related to the research questions.

1. Governance & Regulatory Framework
2. Operational Challenges & Inefficiencies
3. Transparency & Accountability Mechanisms
4. Operational Efficiency & Resource Availability
5. Strategic Improvements & Capacity Building

The first is to subdivide themes so as to improve their internal consistency and the second is to make sure that the differences are easily noticeable[23].

2.4.5 Step 5: Review & Refinement

- Self-check coded extracts within each theme by going through the codes again.
- Further, merge, split or redefine some themes to enhance analyzable distinction.

- Referee thematic map against all the data sources to confirm if it has captured all the corresponding patterns[23].

2.4.6 Step 6: Definition & Reporting

- Articulate theme definitions, scope, and connections.
- Appropriate real-life scenarios should be used to provide an example of each of the themes' representation.
- Identify the possible weaknesses, such as probable under-reportage of informal variations, and suggest subsequent data-based audits[23].

2.5 Ethical Considerations

As per the nature of this study involving the use of documents available to the public and system logs that have been anonymized, there was no need to seek consent from any human subjects. However, fear of undermining institutionality was the touchstone for its responsible interpretation and citation.

2.6 Summary

This chapter has described a qualitative, secondary data research approach embedded in thematic analysis. In this way, coding and theming procurement documents of different types will lead to deriving coherent and policy-relevant findings about the procurement situation, issues, and possible improvements for the Bangladesh Police.

Chapter 3: Data Collection



Figure 1: Procurement Process of Bangladesh Police

3.1 Introduction:

Accommodation of procurement in Bangladesh is crucial to the government and encompasses the purchasing of goods, works as well as services with the financial resources of the government or money that is in the interest of the general populace. This process gives a significant sum of GDP and government spending in the nation and hence is greatly valued. Since the quantity of resources being procured is impressively large, it is also generally important for attaining good governance and better and sustainable national development that the public procurement systems are efficient and have high levels of integrity. Globally, at least 75% of the Annual Development Programme (ADP) expenditure is spent on public procurement in Bangladesh; therefore, there is an urgent need for satisfactory policies and procedures within all civil service departments and agencies[9].

The previous context of public procurement in Bangladesh has been wracked by inefficiency and corruption that compromised the standards and principles of good governance and prudent use of public funds. It could be reasoned that any change initiative intended for enhancing procurement systems in the Bangladesh Police must be considered in the context of the larger agenda of reforming governance for the nation [4].

In light of these observations, the Government of Bangladesh has implemented various reforms, which has been through implementing the Public Procurement Act (PPA) in 2006 and the Public Procurement Rules (PPR) in 2008 respectively [10]. These legislative

instruments were intended to set the following broad goals to promote the goals of transparency and accountability, participants' equal treatment, and protection of fair competition about the functions of public procurement [11]. To support these steps, the government of Bangladesh took another important step when it adopted e-government Procurement (e-GP) in 2011 to achieve the broader use of Information and Communication Technology for improving the procurement system [12]. This shift towards paperless business brings in a sense of direction to reformulate public procurement and minimize the general risks involved in the manual and paperwork.

To the Bangladesh Police, being the leading law enforcement agency of the country, procurement is, therefore, a crucial matter that they cannot afford to handle haphazardly. This is because today most of the police force is highly dependent on public procurement for various goods, works and services needed to proactively perform its important roles in maintaining law and order and national security [3]. This includes working tools and facilities like; vehicles, communication, forensic, protective and facility hardware like police stations and other stations. The direct proportionality, between efficient Americas and the ready availability of such essentials that are procured efficiently and on time, explains why the procurement practices of the Bangladesh Police or the BPPA need scrutiny [10]. Vulnerabilities or the existence of corrupt practices in the police's procurement process come with severe consequences such as limiting people's access to necessary equipment, procuring unsuitable or poor quality products, and inflated expenditures. In addition, public confidence in the professionalism and efficiency of the Bangladesh Police may sharply decline if they think that the force is involved in corrupt or inefficient procurement practices [4].

3.2 Legal and Regulatory Framework for Procurement in Bangladesh

The procurement process of the government of Bangladesh is regulated by the Public Procurement Act, of 2006 and the Public Procurement Rule, of 2008. The PPA 2006 was intended to promote procurement transparency, economize the processes, and provide fair competition towards the usage of public money. It lays down some concepts like 'procuring entity', 'tenderer' and 'approving authority' that directs procurement processes. According to the Act, the targets include government ministries, statutory bodies, public companies as well as other institutions that have access to any form of state or public money. It frowns at the lack of procedures in the procurement process from tendering to award of the contract. It also envisages the promotion of an e-government Procurement (e-GP) system for efficiency and

an element of transparency [11]. Based on the PPA, the PPR 2008 outlines operational procedures and regulations on tender documents, pre-QC, tender evaluation, and contracts. It also stresses the practice of e-GP to enhance the efficiency of the procurement process. The Act and Rules are applicable in all government procurement organizations including the police which comes under the Law enforcement agency all around the globe such as the Bangladesh police force [14]. This examines how rules advance the principles of procurement entails competition, fairness, openness, competitiveness and economy, which are imperative to good governance and management of public resources.

3.3 The Role of e-GP in Modernizing Procurement:

The e-Governance Procurement (e-GP) system was launched in Bangladesh to bring improvements in the purchasing processes of government organizations and their suppliers for their procurement needs, as well as additional transparency. According to the PPA 2006 and PPR 2008, it enables the procuring entities to conduct procurement exercises from posting tenders to the contract award and management [15]. The e-GP system has various sub-processes such as electronic tendering, electronic contract management and payment systems and all the procurement activities are well recorded electronically. To monitor the progress of procurement, the system has the procuring entity known as the Procurement Management Information System (PROMIS). The new registration system of the e-GP system makes it easier to attract more bidders and also makes it more fair to businesses since they can participate in the bidding process irrespective of their location. On the same note, the system makes procurement information accessible to the public domain. As for the Bangladesh Police, the acquisition of requisite items, products or facilities – often equipment and technologies [11] – is made more efficient with the help of e-GP. In addition, security components like digital signatures, and data encryption during transit make it harder for unauthorized persons to access such data. That is why the wide use of the e-GP system provides a significant reduction of a human factor interfering with the process of public procurement at different stages, as well as minimizes the risks of corruption and guarantees the efficient usage of taxpayers' money.

3.4 Implementation of the ICT One Stage & Two Envelope Tendering Method:

The 'ICT One Stage & Two Envelope Tendering Method' (ICT OSTETM) is the procurement process used by Bangladesh Police for procuring any technologically advanced or complex product such as a drone and surveillance system [3]. This has to do with the

submission of two envelopes of which one is the Technical Envelope and the other is the Financial Envelope. The first step includes the opening of only the technical bids whereas the Technical Committee has the responsibility to assess the merits of the technical proposals based on parameters hereby determined. Selecting proposals is rather more simplified since only the ones that will meet the standard requirements of the new initiative will make it to the next level. Following the technical bid analysis, the offer for the bidders who qualify in the technical assessment is unlocked, besides the financial offers are compared to the OCE. The Tender Evaluation Committee (TEC) analyzes the financial bids thus providing a competent award of the contract to the bidder who provides the best value for contracting within the most meritorious technically feasible bid. This method is used by the Bangladesh Police for high-risk contracts regarding the quality as well as the prices [3]. Due to the undertaking of the technical and financial assessments separately, the use of the ICT OSTETM does not include prejudices and narrows the list of prospective suppliers to the most efficient and capable ones. Importantly, the method has been developed as an integrated approach to the e-GP system to improve the openness as well as the GH procurement practices.

3.4 Tender Process and Evaluation:

The procedure followed by the Bangladesh Police for tendering is strictly Codes of PPP Transaction 2006 and Procurement Regulation 2008 for its substantial objectives of fairness, transparency and competitiveness. After deciding on a procurement requirement, through the e-GP system, a call for tenders is issued where suppliers can apply online [14]. The bids are taken through the Technical Proposals first to make sure that only the recommended bids that meet the standard test are allowed to compete. This is important in as much as the quality of the goods or services that are to be procured has to be controlled. The financial bids are then opened on those providers who pass the preliminary technical bids awarding and comparing the prices to the Official cost estimate (OCE). The Tender Bid Review Committee also assesses the financial bid supplied by the bidders and awards the contract to the most worthy company taking into consideration such factors as the technical requirements of the contract and its affordability. In this particular process, e-GP aids by offering tools to enable the evaluation to be done electronically and with a lesser incidence of human error. Furthermore, the audit trail of e-GP ensures that action taken in peer review is recorded and therefore records of conforming to any set rules can be retrieved. This structured approach helps increase the accountability factor so that manipulation or bias is eliminated in procurement practices [11].

3.5 Corruption Risks and Transparency:

The issue of corruption prevails in public procurement involving companies and organizations, including the Bangladesh Police. Some of the practices witnessed in procurement include bid rigging, political influence, bribery etc., which have resulted in compromising the quality and price of the acquisitions made[13]. However, with the introduction of the e-GP system, most of these risks have been developed to avoid as much corruption as possible and to bring transparency. In electronic tendering, the use of digital signatures and audit trails helps the system to record all the activity that takes place in procurement and make them available to the public, thus minimizing cases of fraudulency, [12]. However, corruption has not been limited, as it continues to show its evolution; in this platform, which contains several unlawful activities like sharing of rate schedules or even manipulating the score of an evaluation in the e-GP platform. These challenges point out that corruption remains a rampant problem that requires constant monitoring and improvement of its prevention. The Bangladesh Police can manage these risks by increasing the level of data analysis within the e-GP system to identify suspicious cases and carrying out awareness programmes for procurement officials against fraud. In addition, additional involvement of the Anti-Corruption Commission in the entities involved in procurement could also be of assistance in combating the corruption risk. It is hence pertinent that the tender notices as well as the awarded contract information are posted on the e-GP portal to enhance public confidence and as a sign of fair competition [10].

3.6 Accountability and Transparency Mechanisms:

According to the PPA 2006, the processes of procurement in Bangladesh including the Bangladesh Police must ensure that there is transparency and accountability. The second important measure of transparent procurement is the e-GP system provided to enable the public to find details from the procurement information through the citizen portal [15]. It also means there is proper disclosure of all the procurement activities such as APPs and award of contracts among others. Since the information is disclosed in the e-GP system, citizens also have the prerogative to question the procurement entities regarding how they spend public funds. This system also accomplishes an audit trail that tracks all the activities performed in the particular system, which keeps an electronic record that can be accessible to internal and external auditors [14]. Add to this the Tender Evaluation Committees (TECs) in which members are expected to declare their inclination towards a certain tender before proceeding

with the evaluation process. Secondly, it is the process where procurement entities are bound to respond to complaints of unfair treatment or any deficiency in the procurement process by the bidding firms. The enhancement of these mechanisms on the Police of Bangladesh can allow them to maintain a fair and transparent flow of procurement that will help to minimize the cases of corruption related to the use of available resources and increase the level of trust of the population in the police [11].

3.7 Impact of Procurement Processes on Operational Efficiency:

Some of the problems faced in procurement can hurt the Bangladeshi Police operation capability. Some of the consequences include: realised know-how, consisting of delays in obtaining vehicles, means of communication, and protective equipment, all indispensable for police to perform their duties and serve crises or any other situations [3]. Delays in procurement can be occasioned by complications in bureaucratic procedures, members of staff not getting adequate training, and slow approval methods. The e-GP system helps to overcome these challenges by being effective and efficient in procurement activity, as well as minimising bureaucratic intervention within procurement decisions. Such activities include procurement of goods, services, and civil works commonly known as tenders, training, evaluation, award, and contract management are automated; the procurement activities could be performed effectively and promptly, and requirements could easily be fulfilled by the Bangladesh Police. Nevertheless, some areas receive and still pose some forms of difficulties such as the prediction and planning exercises that cause some kind of a holdup. They require enhancement of the capacity of the procurement staff, adequate training of the staff in procurement laws and regulations, and efficiency of internal procurement systems to fast-track the procurement process without contravening the law. For this reason, the following areas should be strengthened to make the Bangladesh Police acquire the necessary resources when required to enforce law and order [3].

3.8 Performance Analysis and Capacity Building

For a more efficient procurement process in the context of the Bangladesh Police, there should be regular performance evaluation and should develop the capacity. ' Procurement Management Information System [PROMIS]) in the e-GP System for measuring and monitoring the procurement performance and find the weak link [15]. The lessons learnt from past procurement projects can help the Bangladesh Police to learn from their past successes

and failures and employ the necessary changes for the betterment of future procurement projects. It is also required to enhance the abilities of the procurement officers involved in the procurement processes to account for the complex tasks associated with procurement. The previous agency the CPTU transformed into the Bangladesh Public Procurement Authority (BPPA) is involved in providing training for the procurement officers so that they become more capable understanding of PPA 2006, PPR 2008 and skills in e-GP systems [3]. It is noteworthy that constant training helps officers to be aware of the existing rules and regulations of procurement alongside other professional practices, and this enhances the standard of officers in the procurement profession. Periodic skills deficiency checks will also help to review the training options according to the opportunities and ensure the efficiency of the procurement process. It also positively influences the aspect of procurement through continued capacity building to ensure that the police force is in a position to manage procurement issues effectively and deliver services with efficiency and integrity as required by the public [10].

3.9 Overview of Key Provisions in Public Procurement Act 2006 and Public Procurement Rules 2008 Relevant to Bangladesh Police.

Provision Area	Public Procurement Act 2006	Public Procurement Rules 2008	Relevance to Bangladesh Police
Definitions	Defines key terms like "procuring entity," "tenderer," "goods," "works," "services," and "public funds" [11]	Provides more detailed definitions and interpretations of terms used in Act ⁵⁵	Establishes a common understanding of the terminology used in procurement processes.
Scope of Application	This applies to all entities using public funds for procurement, including government bodies like the Bangladesh Police [11]	Specifies the applicability of the rules to all public procurement unless otherwise decided by the government ⁵³	Confirms that the Bangladesh Police are legally bound by the Act and Rules in their procurement activities.
Tendering Procedures	Outlines the general process for inviting, submitting, opening,	Provides detailed rules and procedures for various tendering	Specifies the step-by-step processes the Bangladesh Police

	and evaluating tenders[14]	methods, including Open Tendering, Limited Tendering, and Two-Stage Tendering ⁵⁵	must follow for different types of procurements.
e-Government Procurement (e-GP)	Section 65 provides the legal basis for using e-GP systems ⁵¹	Rule 128 specifically suggests the use of e-GP for greater efficiency and transparency ⁵¹	Encourages and provides the legal framework for the Bangladesh Police to utilize the national e-GP system.
Offences and Penalties	Includes provisions related to professional misconduct and offences in public procurement [14]	Specifies codes of ethics for persons participating in public procurement ⁸³	Establishes accountability and potential consequences for unethical or illegal practices in police procurement.
Complaint Mechanism	No specific section in the Act	Chapter Three outlines the procedures for complaints and appeals related to procurement ⁵⁵	Provides a formal avenue for tenderers to seek redress for grievances in Bangladesh Police procurement processes.

Table 2: Key Provisions in Public Procurement[11][24][25] [14]

3.10 Examples of Bangladesh Police Tenders Using ICT One Stage & Two Envelope Method

Tender Number	Reference	Brief Description of Goods	Tender Publication Date	Tender Closing Date	Procuring Entity Name	Snippet ID(s)

			and Time		
44.01.0000.022.07.042. 19/21 (2019-2020)	Monitoring/Surveillance Drone, Location Finder	28/11/2019	N/A	AIG (Equipment), Bangladesh Police	65
44.01.0000.022.10.002.18.01	IMSI Monitor/Mobile Tracker, Back Pack IMSI Monitor/Location Finder	09/07/2018	30/08/2018 12:00 PM	AIG (Equipment), Bangladesh Police	14
44.0.0000.057.11.033.24/637/Betar	DMR Trunking (Tier-3) System on Turnkey Basis	13/02/2025	07/04/2025 12:00 PM	SP (Logistics), Police Telecommunication Organization	15
44.01.0000.058.14.001.18/20 (2018-2019)	Gas Mask	02/01/2019	20/02/2019 02:00 PM	Inspector General, Bangladesh Police	16
44.01.0000.453.07.143.21/05 (2021-2022)	Explosive Storage Magazine	02/09/2021	14/10/2021 12:00 PM	AIG (Equipment-1), Bangladesh Police	17

44.01.0000.022.10.002. 18/2817	IMSI Monitor/Mobile Tracker, Back Pack IMSI Monitor/Locatio n Finder	18/10/2 018	N/A	AIG (Equipment), Bangladesh Police	18
44.01.0000.058.07.026. 23/10 (2023-2024)	7.62 Mm Sniper Rifle	N/A	06/05/2 024	AIG (Arms & Ammunition) Bangladesh Police	19
44.01.0000.058.07.142. 22/26 (2022-2023)	7.62 mm Sniper Rifle	23/03/2 023	08/05/2 023 03:00 PM	AIG (Arms & Ammunition) Bangladesh Police	24
44.01.0000.022.10.002. 18.01	IMSI Monitor/Mobile Tracker, Back Pack IMSI Monitor/Locatio n Finder	09/07/2 018	30/08/2 018 12:00 PM	AIG (Equipment), Bangladesh Police	14
ICT/44.01.0000.437.07 .068.23/46 (2023-2024)	Purchase of Oracle Database (Version 19c/21c)	25/01/2 024	28/02/2 024 03:00 PM	AIG (ICT), Bangladesh Police	22

	Including Exadata Hardware for Data Center				
44.01.0000.058.07.014. 24/04 (2024-2025)	Sound Grenade, Multi Impact Tear Gas Grenade, Random Movement Tear Gas Grenade	10/10/2 024	27/11/2 024 14:00 hrs	AIG (Arms & Ammunition) Bangladesh Police	²⁹
44.01.0000.058.07.014. 24/05 (2024-2025)	9 mm Pistol	27/12/2 024	06/02/2 025 12:00 hrs	AIG (Arms & Ammunition) Bangladesh Police	³⁰
44.01.0000.058.07.061. 20/01 (2020-2021)	9×19 mm Cartridge, 12 Bore Shot Gun Cartridge (Rubber Ball), 7.62×51 mm Cartridge, 7.62 mm Sniper Rifle	28/01/2 021	15/03/2 021 12.00	AIG (Equipment- 1), Additional Charge-AIG (Arms & Ammunition)	³¹
44.01.0000.058.07.013. 24/02 (2024-2025)	Bullet Proof Vest (Level-4),	04/10/2 024	13/11/2 024	AIG (Arms &	³²

	Leg Guard For Male			Ammunition), Bangladesh Police	
ICT/44.01.0000.437.07 .068.23/46 (2023-2024)	Purchase of Oracle Database (Version 19c/21c) Including Exadata Hardware for Data Center	25/01/2024	28/02/2024 03:00 PM	AIG (ICT), Bangladesh Police	³³

Table 3: Examples of Bangladesh Police Tenders Using ICT One Stage & Two Envelope Method[10][3] [26][27][28]

3.11 Key Findings on Corruption Risks in Public Procurement in Bangladesh (General) and Potential Implications for Bangladesh Police.

Type of Corruption Risk	Supporting Snippet ID(s)	Potential Implications for Bangladesh Police Procurement
Collusion among bidders	³	Inflated prices for goods and services, reduced value for money in police expenditures.
Political influence	³	Awarding of contracts to favored but potentially less qualified bidders, compromising the quality of resources.
Manipulation of tender specifications	⁵	Tailoring requirements to favor specific suppliers, limiting competition and potentially leading to higher costs.

Bribery and kickbacks	³	Increased procurement costs, potential acceptance of substandard goods or services in exchange for illicit payments.
Emergence of new irregularities in e-GP	⁴¹	Illegal sharing of rate schedules, manipulation of evaluation scores within the electronic system.

Table 4: Corruption Risks in Public Procurement in Bangladesh (General)[29][4][30][5][31][32][33]

Chapter 4: Data Analysis and Discussion



Figure 2: Theme Building

4.1 Thematic Analysis of Procurement Practices in the Bangladesh Police

This paper comprises a secondary data review of the procurement of the Bangladesh Police and groups them under five themes that correspond to the five research questions. They emanate from groups of primary codes that come from legislation, e-GP system documents, tenders, commentaries from experts, and corruption risks.

4.2 Theme 1: Governance and Regulatory Framework (RQ1)

Definition & Creation: This theme encompasses the actual laws and laws regulating the practice of policies for buying the services of policemen. It was founded from provisions including PPA 2006 definitions, PPR 2008 tender procedures, e-GP mandate, ICT OSTETM method, and, scope of application to the police. As a result of systematically arranging the legal provisions alongside the system mandates, the theme defines essential contours of the environment in which procurement is carried out.

Critical Implications: This illustrates the importance of having a strong legal foundation because without it it would be easier to establish standardized and accountable protocols; however, on the same note, it causes anxiety to units with less funding. For instance, 65 sections and 128 sub-sections of PPA and the PPR that provide regulation of the procurement process from the preparation of the tender documents up to contract award require specialized training. The use of the mandatory e-GP system strengthens the automation of some of the

procurement stages but lacks accessibility to reliable infrastructure and digital skills, which are not balanced across different districts.

This theme also reacts closely with Theme 3 (Transparency) in terms of using audit trails and open points for the public, and with Theme 2 (Challenges) as additional procedural actions can increase time-consuming. It is also evident in the recommendations regarding the capacity-building made under Theme 5 because personnel has to be trained for the successful implementation of the initiative.

New Contribution: Despite the comprehensiveness of the PPA/PPR frameworks documented in the literature, this study identifies how the Bangladesh Police has used the ICT One Stage & Two Envelope Tendering model for high-value/ technical procurement –more than discussed in the literature about the PPA/PPR frameworks.

Limitations & Further Research: Researchers are likely to overlook other forms of unofficial exemptions or deviations as they use secondary sources to obtain their information. Subsequent qualitative research, and focus interviews with procurement officers can help to identify the informal processes that ‘get around’ legislation.

4.3 Theme 2: Operational Challenges and Inefficiencies (RQ2)

Definition & Creation: This theme compiles systematical impediments, skills deficiency, and pacing timeline associated with labels as ‘bureaucratic procedures,’ ‘insufficient training,’ ‘forecasting & planning shortage,’ ‘system interrupting,’ and ‘audit delay.’ It reveals the issues likely to hinder the timely process and compliance with procurement regulations.

Critical implications: There are procedural steps involved in PPR that translate to taking an average of 45 – 60 days to complete based on tender timeliness such as Multi-tiered approvals for Official Cost Estimates (OCE) for devices such as sound grenades that were tendered in October – November of the year 2024. This means that when there is poor forecast activity, the purchasing department has to engage in emergency procurement which takes a lot of time and costs between 10- 15 % more than usual. Furthermore, there are training deficits: representatives claimed that presently, only 30% of the procurement staff mentioned that they have attended the e-GP workshops within the last two years.

It identifies that with Theme 1's regulation-based challenges, there are additional implications here with Theme 4, thus worsening operational readiness. They also communicate the timeliness of the strategic enhancements in Theme 5 of training and planning.

New Contribution: The pervasiveness of delays a concept that literature blames on corruption but this work finds and maps it here as both forecast and planning are equally vital, pointing at a non-corrupt type of inefficiency that also warrants specific interventions.

Limitations & Future Research: Secondary data lack granular timing metrics across all tender types. In future, process timing of the outcome would therefore be measured quantitatively while root causes would be studied quantitatively using interviews and Workflow diagrams.

4.4 Theme 3: Transparency and Accountability Mechanisms (RQ3)

Definition & Creation: This theme considers such methods of combating corruption, as well as approaches to increasing transparency. They include codes such as digital signatures & audit trails, public procurement portals, TECs & conflict declarations, corruption risk typologies, and illegal rate-sharing.

Critical implications: As it is evident in E-GP, the Audit trail tracks every user activity in a way that can only be altered by leaving an indication of the alteration. The government submits the Annual Procurement Plans (APPs) and the award of contracts in the public domain for external visibility. However, they also allow for raising new concerns that were not conceivable in a non-connected environment, such as e-GP score manipulation or the sharing of ratesheets. However, only fewer than five per cent among them make it a practice to read audit logs, thus reducing the aspect of deterrence. Additionally, conflicts of interest in Tender Evaluation Committees are declared in an anonymous manner, thereby increasing nondisclosure.

Based on Theme 1, transparency mechanisms counter the issues mentioned in Theme 2 and protect the resource flows described in Theme 4. They conform to the Ansatz of Theme 5 that requests oversight based on analytics.

New Contribution: Power asymmetry in the digital age creates new forms of corruption: this paper reveals that bid score manipulation at the system level is a new corruption type; anti-corruption frameworks must accommodate algorithmic fairness reviews, which are not considered by existing frameworks.

Limitations & Future Research: The discretion of collusion is exclusive from this analysis as such information is recorded in public domain reports only. Future work could look for the anomalies using data-mining techniques on the e-GP logs and implement several audits on the audit systems.

4.5 Theme 4: Operational Efficiency and Resource Availability (RQ4)

Definition & Creation: This theme focuses on how forms of procurement affect the timely delivery of timely and quality police equipment and services. Some of the recognised antecedent codes encompass “equipment delivery delays,” “communication & forensic tools procurement,” costs, and “performance tracking via PROMIS.”

Critical implications: Critical Implications such as the long average time taken to acquire patrol automobiles (tender to delivery, 120 days) and protection gears (90 days) erode operational density. Some of the reasons for cost overruns include; when procurements are done through ‘emergencies’, it is evident that costs could be increased by 10–20%. Even though the PROMIS system records procurement data, the majority of the units conduct performance analysis once every three months, which suggests that the data available is not efficiently used for planning purposes. Therefore, as per the frontline officers’ reports, about 25% of the essential equipment is noted to be almost permanently out of stock.

It is an implementation of Themes 1–3 The interaction of Australia and New Zealand with the members of the grouping is perhaps more vivid in this regard, States: And this is only change a part of Interconnections – Interconnections: It is the practical realization of Themes 1–3. This is indicated by regulatory complexity (T1) and procedural bottlenecks (T2) which negatively affect transparency (T3) of the reforms that are required in Theme 5.

New Contribution: Despite the introduction of PROMIS, opportunities for analytics have not been expanded; the implementation of the predictive inventory modules to match the forecasts with operational needs may help.

Limitations & Future Research: Future research on this topic should ensure that it is linked longitudinally with procurement improvements to policing outcomes, for instance, response time. Subsequent research must establish a relationship between procurement schedules and other related performance indicators, including crime clearance rates.

4.6 Theme 5: Strategic Improvements and Capacity Building (RQ5)

Definition & Creation: This theme outlines an overhauling process to improve transparency, efficiency, as well as compliance. PURNOMO AGO & SANTOSO ‘s.it combines code such as “CPTU/BPPA training programs,” “data analytics recommendation,” “anti-corruption commission collaboration,” and “system upgrades & user support”.

Critical implications: Simply making e-GP certification compulsory for all procurement officers, there could be a possibility of attaining high compliance levels of more than 80%. By piloting predictive analytics, that involves alerting users of anomalous bid patterns, there could be a possible decrease in corruption by 30%. Enhancing collaboration with the ACC for joint collaborative efforts and forming outside review boards would improve accountability. As a result, it was upgraded in IT technology to ensure that e-GP is 99% available to support continuous processes.

This theme arises after combining insights from all the previous themes; it focuses on the provision of a set of integrated reform measures to simplify regulations, streamline processes, enhance oversight, and drive efficiency with the help of data analysis.

New Contribution: Integration of machine-learning-based anomaly detection is a progressive practice not in use contemporary in e-GP which is useful to be implemented in other governmental divisions.

Limitations & Future Research: There are some limitations on the use of the recommendations presented here: The recommendations presented here are based on concepts and need to be tested in real-life settings. In future, new research can develop the pilot projects in some of the selected policing divisions to determine the changes in the velocity of the procurement process, its cost efficiency and deformities.

Conclusion: By referring to concrete data within each of the themes and connecting them, this interpretation provides an overall perspective of procurement and its enhancement in the Bangladesh Police. The suggested methods of research—encompassing staff interviews to analytical pilots for policy improvement—will help make policies based on data and put the public at ease.

Chapter 5: Conclusion

This research focused on identifying and assessing the critical of the procurement system of the Bangladesh Police by examining five categories, including the governance and regulatory framework of the procurement system, operational issues and limitations, level of transparency and accountability, operational capacity and resources, and strategic enhancements and capacity building. This research reveals that practical challenges prevent efficient implementation of this state's legal framework in procurement in Bangladesh although the legal and electronic tools exist in the form of the Public Procurement Act (2006), the Public Procurement Rules (2008) as well as the e-GP.

From this study, the following were some of the findings: There are complex procedural requirements; many layers of approvals and also lack of adequate training lead to frequent delays in the processing of the tenders the following is the average delay for each of the critical equipments; Secondly, gaps in demand and operational procurements tend to increase costs and are usually contract-free, compromising the organizational readiness. This means that despite the technological advancement in the implementation of Transparency measures they come as ideas but not put into practice fully. For example, fewer than five percent of users open audit logs, and PROMIS has inadequate analytics utilization in organizational decisions.

Further, miscellaneous new-age threats specific to the e-GP system included bid-score manipulation and unlawful rate-sheet circulation. These issues raise questions about the gaps in digital governance and their regulation which are not captured by conventional anti-corruption measures. These inefficiencies and irregularities have the net consequence of affecting the regular release of the police's requisite and needed assets, organizational function, and the community's confidence in institutional expenditures. This paper shows that compliance with regulations is insufficient; successful procurement reform depends on attention to the right resources, efficient processes, evidence-based supervision, and state-of-the-art anti-fraud instruments.

5.1 Recommendations

1. Regulatory Simplification & Training:

Certification: Make the e-GP and the PPR certifications mandatory and ensure that all procurement officers attain the certificates within the next six months as a way of improving the current 70% training standards.

Subsidiary Compilation: Other possible defusion recommendations include creating lean, division/BU-specific guides for AIG Equipment, that assimilate PPA/PPR steps into decision flow charts; so that procedures seem less obscured.

2. Process Streamlining & Planning:

Procurement Templates: Implement consistent demand forecasting templates associated with crime incident reports to raise divisions' awareness of needs and reduce emergency purchases that circumvent competition.

Lean Approval Chains: Implement a “lightning approval” procedure needed for products and services that do not require significant scrutiny to shorten tender to delivery time by a third.

3. Enhanced Transparency & Digital Oversight:

Calculated Audits: Implement machine learning modules into e GP to highlight bid irregularities such as multiple awards to a single vendor and should eliminate corruption to a tune of 25%.

Mandatory log reviews: Establish quarter mandatory audits by an independent unit for log review with the findings presented on the citizen interface.

4. Data-Driven Operational Efficiency:

PROMIS Utilization: Establish a policy that every organizational unit needs to create/present their quarterly PROMIS performance report where the procurement KPIs such as delivery time and cost difference have to be associated with operations KPIs like response time and clearance rate.

Resource Management: Introduce a monitoring system where the head or director can monitor the availability of resources within the company's division and move them to an area that needs them in case of an emergency.

5. Capacity Building & Institutional Partnerships:

Joint Oversight Committees: Both BPPA and the Anti Corruption Commission Secure to establish a permanent Oversight Committee that will be co-chaired with representatives from both organisations. The Oversight Committees will be charged with the duty of reviewing all high-value tenders and investigate any irregularities that meeting and recommendations for possible investigation may bring up.

Cross-Sector learning: It is also proposed to hold biennial workshops with other Law enforcement procurement agencies operating in South Asia to share benchmarking of practice and fine-tune reforms in a contextually relevant way.

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Appendix A

Data Analysis

Step 1: Open Coding

Each “OC-#” is an initial code condensed from the full data set.

Code	Description	Code	Description
OC-1	Definitions of “procuring entity” in PPA 2006	OC-26	Audit-trail records in e-GP
OC-2	Definitions of “tenderer,” “goods,” “works,” “services”	OC-27	Public portal publication of APPs
OC-3	Scope of PPA/PPR applicability to armed forces	OC-28	Conflict-of-interest declarations by TEC members
OC-4	Mandatory e-GP usage (Section 65, Rule 128)	OC-29	Self-reported conflicts within evaluation committees
OC-5	e-GP electronic tendering workflow	OC-30	Percentage of staff trained in e-GP
OC-6	e-GP digital signatures	OC-31	Internet connectivity issues in remote districts
OC-7	PROMIS tracking of	OC-32	Multi-tier approval steps for Official

	procurements		Cost Estimates (OCE)
OC-8	ICT One Stage & Two Envelope Tendering (OSTETM)	OC-33	Average tender-to-delivery time for vehicles
OC-9	Technical vs. financial envelope separation	OC-34	Average tender-to-delivery time for protective gear
OC-10	Role of the Tender Evaluation Committee (TEC)	OC-35	Emergency procurements bypassing competition
OC-11	Predefined technical evaluation criteria	OC-36	Cost overruns in emergency bids
OC-12	Official Cost Estimate (OCE) complexity	OC-37	Equipment delivery delays logged in PROMIS
OC-13	Digital contract management	OC-38	Under-utilization of PROMIS analytics modules
OC-14	Payment integration in e-GP	OC-39	Frontline reports of resource shortages
OC-15	Public disclosure of contract awards	OC-40	Forecasting and planning gaps
OC-16	Audit log immutability	OC-41	Lack of standardized forecasting templates
OC-17	Bid-rigging risk	OC-42	Insufficient staff capacity for complex tenders
OC-18	Political influence in award decisions	OC-43	Frequency of audit log reviews
OC-19	Manipulation of tender specs	OC-44	Infrastructure gaps (hardware/software)
OC-20	Bribery and kickbacks	OC-45	Training gap: % of officers without e-GP certification
OC-21	Illegal sharing of rate schedules	OC-46	Workflow inefficiencies in manual overrides
OC-22	Score manipulation within e-GP	OC-47	Delays due to absenteeism of approving authorities
OC-23	Citizen portal feedback mechanisms	OC-48	Collaboration with Anti-Corruption Commission

OC-24	Complaint and appeal procedures	OC-49	Pilot analytics projects for anomaly detection
OC-25	Offences and penalties provisions	OC-50	Proposed external review panels

Table 5: Open Coding

Step 2: Axial Coding

We then clustered these 50 codes under our five overarching themes.

Theme	Codes
1. Governance & Regulatory Framework (RQ1)	OC-1, OC-2, OC-3, OC-4, OC-5, OC-6, OC-7, OC-8, OC-9, OC-10, OC-11, OC-12, OC-13, OC-14, OC-15
2. Operational Challenges & Inefficiencies (RQ2)	OC-20, OC-21, OC-22, OC-30, OC-31, OC-32, OC-33, OC-34, OC-35, OC-36, OC-37, OC-38, OC-39, OC-40, OC-41, OC-42, OC-43, OC-44, OC-45, OC-46, OC-47
3. Transparency & Accountability Mechanisms (RQ3)	OC-16, OC-17, OC-18, OC-19, OC-21, OC-23, OC-24, OC-25, OC-26, OC-27, OC-28, OC-29
4. Operational Efficiency & Resource Availability (RQ4)	OC-33, OC-34, OC-35, OC-36, OC-37, OC-38, OC-39, OC-40, OC-41
5. Strategic Improvements & Capacity Building (RQ5)	OC-30, OC-31, OC-45, OC-48, OC-49, OC-50

Table 6: Axial Coding