

Challenges of e-GP implementation in Public Procurements: A case study on Directorate General of Family Planning (DGFP)

Dissertation submitted in partial fulfillment of the requirements for the
Degree of Masters in Procurement and Supply Management (MPSM)

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CERTIFICATE

This is to certify that the dissertation entitled “**Challenges of e-GP implementation in Public Procurements: A case study on Directorate General of Family Planning (DGFP)**” is the original work of Md. Rafiqul Islam that is completed under my direct guidance and supervision. So far I know, the dissertation is an individual achievement of the candidate’s own efforts and it is not a co-joint work.

I, also certify that I have gone through the draft and final version of the dissertation and found it satisfactory for submission to the BRAC Institute of Governance and Development (BIGD), BRAC University in partial fulfillment of the requirements for the degree of Masters in Procurement and Supply Management (MPSM).

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DECLARATION

I, do hereby declare that this dissertation entitled **“Challenges of e-GP implementation in Public Procurements: A case study on Directorate General of Family Planning (DGFP)”** is my genuine and a unique work. I am the only author of this work and no part of it has been submitted to anywhere.

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ABBRIATIONS

APP Annual Procurement Plan

BWDB Bangladesh Water Development Board

CIPS Chartered Institute of Procurement and Supply

GOB Government of Bangladesh

CPTU Central Procurement Technical Unit

DIMAPP Digitizing Implementation Monitoring and Public Procurement Project

DGFP Directorate General of Family Planning

DLI Disbursement Link Indicator

e-GP Electronic Government Procurement

HOPE Head of Procuring Entity

HPNSP Health, Population and Nutrition Sector Program

ICT Information and Communication Technology

IMED Implementation Monitoring and Evaluation Division

LMIS Logistics Management Information System

L &S Logistics and Supply

LGED Local Government Engineering Department

MCH Maternal & Child Health

MOHFW Ministry of Health and Family Welfare

MSR Medical and Surgical Requisites

NOA Notification of Award

OP Operational Plan

PE Procuring Entity

PPA Public Procurement Act

PPR Public Procurement Rules

RPA Reimbursable Project Aid

REB Rural Electrification Board

RHD Roads and Highways Department

SCM Supply Chain Management

SME Small and Medium Enterprise

STD Standard Tender Documents

TOC Tender Opening Committee

TEC Tender Evaluation Committee

WB World Bank

Abstract

To envision the Government's Vision 2021 as well as to materialize the concept of "Digital Bangladesh" the Government of Bangladesh (GOB) has introduced Electronic Government Procurement (e-GP) in Public procurement business process in June, 2011. It is a single platform which is working to ensure good governance in the public procurement process through ICT. The utilization of e-GP in construction sector has been widespread in Bangladesh, but to date it is consider e-GP as a new phenomenon in Goods & related services procurement. It's a big challenge for GOB to introduce e-GP through the all organizations. The government has a plan to improve Public procurement management & enhance monitoring capacity through digitization process. The GOB has selected 32 organisations' which has mandatory obligation to roll out e-GP for institutionalizing e-GP system. Directorate General of Family Planning (DGFP) is one of the organization among them which started its e-GP in very small scale in 2015. There was a large number of procurement study in manual procurement since last fifteen years in the world but the empirical study on e-GP system; especially in Bangladesh is very limited specially on Health & Family Planning related procurement in Bangladesh. Understanding the importance of such a study, I conducted a questionnaire survey regarding e-GP implementation challenges in DGFP.

The study is based on questionnaire survey regarding the user experience and perception on e-GP in DGFP. The present research study has intended to identify the present trend of manual procurement and e-GP, the gaps in procuring system especially in e-GP implementation and find out the way forward process. It has also an objective to analyses the present traditional procurement status comparing with e-GP. A conceptual framework has been developed through different literature review as well as secondary data analysis and that has subsequently been tested with collected primary data from the procurement personnel of DGFP. The study applies a purposive sampling technique to receive the research objectives regarding the e-GP in DGFP. The results indicate that at present all procurement personnel's of DGFP are not well groomed in e-GP system, they have shortages of sufficient logistics support. They are facing several numbers of challenges like lack of skilled manpower on e-GP system; lack of willingness to use e-GP system by Top Management, lack of knowledge of tenderer and lack of high speed internet connectivity. This study consider both manual(traditional) procurement and e-GP .Despite these challenges, e-GP system have been achieving a wider level of acceptance among tenders as well as among procuring entities in DGFP and other organisations' in Bangladesh. Users have strong perception on e-GP system

to ensure transparency and accountability in public procurement as e-GP system increased performance and quality, reduce cost by increasing efficiency. This study will helpful for the government organizations that are going to roll out e-GP system in their public procurement.

Key words: Procurement; Public Procurement; E-procurement; e-GP, PPR; PPA, Challenges of e-GP Implementation.

Chapter-1: Introduction

1.1 Background of the study:

Electronic Government Procurement (e-GP) is one of the successful interventions of Government of Bangladesh (GOB) to materialize the concept of 'Digital Bangladesh'. It is the unique platform to ensure efficiency, transparency and accountability in the public procurement process in Bangladesh through ICT (specially Internet). The government has introduced e-GP system in June, 2011 as a part of Public Procurement Reform (PPR) Program supported by the World Bank. But still now it faces different sorts of challenges in implementing e-GP in all government organizations.

The e-GP system provides an on-line platform to carry out the all procurement activities by the Public Agencies - Procuring Agencies (PAs) and Procuring Entities (PEs) [https://eprocure.gov.bd (2017)]. It is supported by the 'Government Procurement (e-GP) Guidelines' prepared under the provision of Section 67 of the PPA -2006 and Rule 128 of PPR-2008. All stakeholders i.e.; PAs, PEs and the Bidders/Tenderers in public procurement can perform their procurement related activities in a single platform by using a dedicated secured web based dashboard of National e-Government Procurement (e-GP) portal (<http://eprocure.gov.bd>) hosted by CPTU.

The aim of e-GP implementation is to gradually strengthening overall governance in public procurement. For this issues the government launched e-tendering and e-CMS(e-GP) on pilot basis and gradually being initiated into all government agencies. Only four agencies, namely Bangladesh Water Development Board (BWDB), Local Government Engineering Department (LGED), Rural Electricity Board (REB) and Roads and Highways Department (RHD) are the part of this pilot Programme started in 2011 and now e-GP is expanding to another some selective government agencies. Directorate General of Family Planning under Medical Education & Family Welfare Division, Ministry of Health & Family Welfare, GOB has started its e-GP in 2015. However, the organizations like DGFP who is startup its e-GP in very recent years has facing different implementation and monitoring challenges. This study will uncover the fact which exists in public organization in Bangladesh.

1.2 Rationale of the Study:

The government has a plan to improve public procurement management & enhance monitoring capacity through digitization and thus the GOB selected 32 public organization including previous four target agencies for institutionalizing e-GP system [www.cptu.gov.bd (2017)]. Among these organization Directorate General of Family Planning (DGFP) is one of them which has a mandatory obligation to rollout e-GP in its procurement. Basically ,the DGFP procures different sorts of contraceptives items, medicines related to Maternal & Child Health (MCH) services, medical equipment's & MSR, Computer & related goods & services and other goods & services that is required for its smooth supply chain management(SCM) and Logistics Management Information (LMIS) system. For this procurement DGFP has to spend a huge amount of its budget that it received from Government's Revenue, Development & RPA budgets. The present research study has intended to identify the gaps of its Logistics & Supply unit in procuring system specially in e-GP implementation.

1.3 Scope of the Study:

Public Procurement is performed by using public funds. To establish good governance in public procurement, the government introduced e-GP in 2011 on pilot basis in the CPTU & other 4 targeting agencies as part of its reforms. According to the project paper, by the year 2017 these target agencies which includes Bangladesh Water Development Board (BWDB), Local Government Engineering Department (LGED), Roads and Highways Department (RHD) and Rural Electrification Board (REB) will invite 100% of their annual bids/tenders through e-GP portal (PPRP/IIAF Project Paper 2014:11) .The government has achieved its target and has extended its activities to institutionalize e-GP through another major 28 organisations' that are using the maximum government's budget. Though DGFP was not a target agency, but it introduces its e-GP in 2015 and that was only 5% of its total procurement.

To accelerate the transformational change that has already occurred in public procurement through e-GP ,GOB take another reform project known as Digitizing Implementation Monitoring and Public Procurement Project (DIMAPPP)by selecting total 32 organizations including previous phase 4 organisations'. DGFP has to be introduced its 100% procurement

in e-GP within 2020. But is DGFP ready for this transformation? There is a debate against its readiness. Is it ready for taking e-GP implementation challenges? What are the actual facts? These are the prime concern of the study and give the recommendations that help to achieve its winning journey.

1.4 Objectives of the study:

The main objective of the study is to assess the challenges of e-GP implementation in procurement of Directorate General of Family Planning (DGFP). Specific objectives of the study are:

- To identify the present procurement status of the DGFP in e-GP system compared to manual procurement system.
- To identify & examine the e-GP implementation challenges
- To suggest recommendations for further improvements needed in e-GP for overcoming implementing challenges.

1.5 Organization of the study:

The present study used the following ways to finalize the research:

1. Collection of secondary documents & reports on e-GP for literature review and strengthening theoretical knowledge.
2. Collection of e-GP performance reports from the CPTU & DGFP
3. Design the interview questionnaire
4. Selecting the key interview participants
5. Analyzing the data from various dimensions and try to find out the challenges of the concern area
6. Forming conclusions and recommendations.

1.6 Chapter Outline

The organization of this study is summarized below:

- Chapter-1 discusses about the background of the study, rationale, scope, objectives and organization of this study. It highlights the problem statement why the researcher opts for this study. This study is based on both primary and secondary data.
- Chapter -2 describes the literature review of this study. The chapter is about theoretical overview of procurement, public procurement, e-procurement, e-government procurement (e-GP). It tries to show a picture of e-GP in Bangladesh, e-GP objectives and benefits& challenges in a nutshell.
- Chapter-3 describes about procurement in DGFP. It highlights an overview of DGFP, procurement status of DGFP, comparative procurement status and DGFP's approaches towards e-GP.
- Chapter-4 describes the research methodology, selection of study area, population and target group, sampling technique, data source both in primary level and secondary level , data management & analysis plan.
- Chapter- 5 is a chapter outlining the study findings and analysis, data analysis from various angles to establish research objectives.
- Chapter -6provides conclusion and recommendations of this study based on the information leading to conclusion. .

Chapter-2: Literature Review

2.1 : Theoretical Overview:

2.1.1 Procurement:

Procurement is a professional term used in organisation's purchasing. It is a process for acquisition of goods, works and services. It reflects more proactive, strategic and integrated role of the modern organizations.

According to Chartered Institute of Procurement and Supply (CIPS),

“Procurement describes all those processes concerned with developing and implementing strategies to manage an organization's spending portfolio in such a way as to contribute to the organization's overall goals and to maximize the value released and/or minimize the total cost of ownership”. (CIPS Procurement Glossary, 2017)

‘ Procurement isthe process undertaken by the organizational unit that, either as a function or as part of an integrated supply chain ,is responsible for procuring or assisting users to procure, in the most efficient manner, required supplies at the right time, quality, quantity and price, and the management of suppliers ,thereby contributing to the competitive advantage of the enterprise and the achievement of its corporate strategy.’ [Lysons & Farrington(2012): Purchasing& Supply Chain Management]

To meet the challenges of procurement, the organization needs a range of expertise & capabilities of its own to perform the procurement .This process also a series of stages beginning with the need assessment and continuing through to the management of contract.

2.1.2 Public Procurement

Procurement occurs in Public, Private and Third Sectors organization to achieve their organizational goals. In public sector, organization procures to give defined service levels to mass people by using the public funds. This acquisition ranges from the purchase of routine supplies or services to tendering and placing contracts for large supplies, infrastructural projects and services. For this, public procurement has to comply specific acts and rules of the respective country to ensure the transformation of public funds into the best value.

Generally ,the public procurement create such a platform that give advantages of open competition among the tenderer and help to establish the main principles of public procurement i.e; economy, efficiency, fairness, equal opportunity & accountability and reduce the risk of corruption, coercions and collusion.

2.1.3 e-Procurement:

E-Procurement is the combined use of ICT through electronics means to enhance external and internal procurement and supply management process. This system provides an Internet-based interface where tenderer and procuring entity can participate in a fare and transparent manner (Hasan:2008). In CIPS terminology, it specially address the ‘purchase –to-pay’ stage of the purchasing cycles: the stage from when a purchase has been approved to the receipt of the product, and then(often, but not always) the payment for the product(CIPS:2017).

E-procurement is typically focused on local business administration by devolving buying to local user. It covers the following area of procurement process:

- Requisition against agreed contract
- Authorization
- Order
- Receipt
- Payment.

E-Procurement involves the online conduct of business-to-business procurement processes using web-based applications. The implication of e-Procurement is that it facilitates buyers to locate prospective suppliers, review product choices, select products and make purchasing transactions directly over the Internet. E-Procurement applications may be an web-based ERP solutions that automate transactional procurement processes. It can facilitate simplified quotation and tendering processes and bring together multiple buyers/sellers in a single environment. (Abdullahil:2015)

E-procurement mainly enable the procurement system to communicate across organizational boundaries and gives a resultants changes in procurement procedures, process & perspectives (Lysons& Farrington:2012).It create the flexibility, network organization ,organization learning, speed up in service delivery and a customer driven strategy towards procurement functions and act as a ‘one-stop shop’ for all categories by reducing friction involved in manual procurement(Abdullahil:2015).

2.1.4 e-Government Procurement:

Electronic Government Procurement (e-GP) process is unique to the government. E-GP system is now an effective public procurement management framework that functioning through ICT. E-GP is also known as Electronic Public Procurement. This e-GP system is based on Public-Private Partnership (PPP) model to ensure the value for money in public procurement where public funds are used that's mainly come from tax payers. The significance of e-GP is to establish accountability, transparency, and making Government procurement system efficient and effective.

Electronic Government Procurement (e-GP) is the application of an efficient high quality management framework to public sector procurement, facilitated through online information and processes. E-GP has the potential to strengthen the accountability, transparency, efficiency and effectiveness of this sensitive high value government function. (e-GP Readiness Assessment-Final Report Bangladesh March 2006,P: 13)

e-GP is usually conducted through a common web site that allows for the registration of suppliers and buyers, and public access to procurement policy, guidelines, procurement opportunities, process stages and procurement outcomes (i.e. who won the contracts, cost, duration etc.). The procurement systems on the website can be accessed by both buyers and suppliers and allow the procurement process to be conducted online. They usually cover:

e-Tendering: public tendering for works, goods and services.

e-Purchasing: the purchasing of high volume, low value, goods such as stationery, furniture and tools .

e-Contract Management: the development and management of contracts to assist managers to provide good quality documentation, and manage more effectively the quality of the procurement outcomes, timelines and costs. Elements of this system may be incorporated in the above systems. (e-GP Readiness Assessment-Final Report Bangladesh March 2006,P: 14)

An e-procurement ensures better resource utilization by providing competition and equal opportunity for all qualified vendors. It dramatically reduces cycle time for processing of tenders and task completion and can also standardise the procurement process across the government entities. The government must create a model that pays for itself thus the taxpayer's can maximize their contribution without damaging SME. (Hasan:208)

The reports of UN expert group meeting stated some principles for e-GP implementation:

- ✓ E-Procurement is a governance practice
- ✓ Not guaranteed the complete elimination of corruption practices, but it can reduce the rate and work as an obstacle against corruption.
- ✓ It is a holistic approach to modernize public procurement systems not just using ICT.
- ✓ E-Procurement is the integration between public financial systems and E-Procurement aspects.
- ✓ LDC may consider hybrid approaches (on-line and off-line) at the time of implementing E-Procurement in public sector.
- ✓ Government investment is necessary for capacity building before huge investment on infrastructure for E-Procurement.
- ✓ It is not a “quick-fix” system implementation plan. E-Procurement in public sector is a BPR(business process re-engineering) project.

(UN Report of the Expert Group Meeting, 2011:VII-IX)

2.2 :e-GP in Bangladesh

Electronic Government Procurement (e-GP) systems introduced in Bangladesh in very small scale considering its huge public procurement in 2011. Earlier the World Bank assess the e-GP readiness of Bangladesh in 2006. And they recommended several reforms in public procurement process and GOB starts implementation of e-GP under Public Procurement Reform Project-II(PPRP-II). [www.eprocure.gov.bd]

The e-GP systems are generally integrated with government administrative systems so that payments can be made online, and issues such as asset planning and management information can be linked to the procurement cycle. The procurement systems are also linked to a data warehouse so that procurement trends, and information and analysis can be undertaken by both government and business to assist improved decision-making. (e-GP assessment report of Bangladesh:2006,P-14)

In Bangladesh ,the e-GP system is operated by a single web portal through which PAs and PEs are able to execute their procurement activities. e-GP provides a secured and easy to access ,dedicated web based dashboard which is hosted in the e-GP Data Center at CPTU. The web portal is accessible publicly through internet for use and also gives the assurance of

efficiency, transparency and accountability in the public procurement process in Bangladesh (Abdullahil:2015). In Bangladesh e-GP systems is guided by the e-GP guidelines which were approved by the Government of the People's Republic of Bangladesh in pursuant to Section 65 of the Public Procurement Act, 2006. As per approved guidelines, e-GP system has been introduced and implemented. (National **e-Gp portal:2018**, <https://www.eprocure.gov.bd>)

The e-GP System has been implemented in two phases(e-GP webportal:2018) .

- In the first phase, e-Tendering has been introduced on pilot basis in the CPTU and 16 other Procuring Entities (PEs) under 4 (four) sectorial agencies, namely: Bangladesh Water Development Board (BWDB), Local Government Engineering Department (LGED), Roads and Highways Department (RHD) and Rural Electrification Board (REB). The system rolled out to 291 PEs of those 4 sectorial agencies is now expanding to all the PEs of the government up to Districts and sub-Districts level. e-Tendering System: Covering complete e-Tendering processes such as centralized user registration, preparation of Annual Procurement Plan (APP), preparation of Bid\Tender document, preparation of Bids/Tenders, invitation of Tenders, sale of Tender Documents (e-TD), conducting online pre-bid meeting, collection of bid/Tender security, on-line Bid/Tender submission, Bid opening & evaluation, negotiations (where applicable), and contract awards.
- In the second phase, e-Contract Management System (e-CMS) has been developed and introduced and implemented. e-CMS is a complete electronic contract management system which provides platform for preparation of work plan and its submission; defining milestone, tracking and monitoring progress, generating reports, performing quality checks, generation of running bills, vendor rating, generation and issuance of completion certificate.

All the stakeholders, including Bidders/Tenderers / Applicants / Consultants (National and International), PEs, procurement related Committees, payment service providers, Development Partners (DPs), media, Operation, Maintenance and Management Entity (OMME), e-GP system administrators, auditors and general public are getting access to e-GP system and information as per the Terms and Conditions of Use and Disclaimer and Privacy Policy(e-GP portal 2018).

At present (up to April,2017) ,there are 45123 National and 12 International Tenderer/Consultants registered in e-GP system .Most of the ministry has already introduced e-GP .Now 5909 Procuring Entity (PE) under 47 Ministry,27 Division and 1224organisation procure through e-GP system .47 Schedule banks has been giving e-GP related services like e-doc download, tender security & e-Performance security .(Reports retrieve from eprocure.gov.bd :12May,2018).

Table-1: e-GP status in Bangladesh

	No. of tenders/ Proposals Invited	No. of tenders/ Proposals processed	No. of Contract Awarded
Ministry	177914	39478	100406
Division	133575	29701	77681
Organisation	177914	39479	100406

(Reports retrieve from www.eprocure.gov.bd :12May,2018)

2.3 E-GP Objectives:

There are significance objectives for implementing Electronic Government Procurement(e-GP) system. It breaks down the physical barriers of space and time, allowing for more transparent public procurement work accompanied by wider access to information and markets. O,Sullivan,Sean M. former Director General of ADB comments that E-GP provides opportunities to introduce innovative measures using ICT to streamline public procurement for greater efficiency and economy (ADB: 2013)

ADB mention the following key e-GP objectives in e-Government Procurement Handbook,2013 :

- Economy
- Efficiency
- Effectiveness
- Increased accessibility
- Enhanced transparency & accountability
- Economic development
- Equitable & inclusive
- Cross border commerce

2.4 : Benefits of e-Government Procurement:

Globally, more than 20 countries have already developed e-GP to a significant extent over the past 10 years.(ADB:2013) The benefits achieved include:

- ✓ a reduction in the cost of the procurement process for both government and the private sector
- ✓ improved process transparency, credibility, consistency and integrity
- ✓ improved accountability for procurement outputs and outcomes
- ✓ assisting the conduct of international trade and commerce.

The increased efficiency and effectiveness of public procurement process will provide potential to reduce the cost of public procurement (Alam:2012) .In the United States it was reported that e-Procurement reduced the cost of transactions from \$120 to \$20 and delay from 40 days to 5 days. (Gunyou and Leonard, 1998).

Electronic Government procurement has significant benefits compared to its costs. Abdallah (2015) investigates the effect of e-GP on procurement prices. He showed that in LGED's procurement ,e-GP system dropped the price-cost ratio by 11.85 %.

Australian Government estimates that the ratio of the processing cost for check versus electronic payments ranges between 10:1 and 5:1. (DCITA, 2000) .These savings are due to decrease in costs associated with publishing and getting information. Publishing the information related to the public sector opportunities and contract awards electronically in the Internet is both faster and cheaper than the traditional methods. (BuyIT : 2002,Alam:2012)

The public sector business opportunities will be accessible by all vendors, which in turn will enhance the competitive environment.The purchasing power of the government can be better coordinated (Avery,2000) and costs of goods and services will be reduced through this aggregating purchasing volume. Procurement will assist the improvement of not only public procurement processes but also other processes to which it must interface such as accounting, public expenditure management and public investments (Talero, 2001) changing the dynamics of public procurement management.

It is also proved that, “e-Procurement can be a driving force for reform of legal and regulatory framework, technology investments and training that developing countries face as a result of the information revolution.” (Talero and Carp, 2002, p.9).e-Procurement not only does enhance the overall quality of public procurement management throughout savings in terms of cost and time but also improves transparency in public administration. As consequence of transparency, e-Procurement improves public administration further by fighting against corruption. Through the improved accessibility of all parties to the public procurement information and electronic logging of all transactions, equal treatment in the public sector business opportunities can be achieved and the likelihood of detection of illegal transactions can be increased. (Talero, 2001)

Abdallah (CCC:2016) trying to find out the life time estimated benefits of e-GP. He showed that by implementing e-GP systems in public procurement, the organization can achieve 1:31.7 cost-benefit ratio and most cases the cost is related to scale up the human resources.

Procuring only 10% of all public purchases through electronic means with a moderate 10% in price and cost reductions would result in total annual savings equal to one percent of the GDP[Electronic Government Procurement (e-GP) Opportunities & Challenges, WB(2006)]

Finally, we conclude that the major benefits of e-GP can be included cost reduction, process reorganization, improved contract fulfillment, increased management spending.(Tiago,2009 ; Nawi& et.al:2016)

2.5 :Challenges in e-GP Implementations:

There are a several challenges in e-GP implementation in developing country like Bangladesh. Lack of IT infrastructure and skills and high dependency on third party developers are the major challenges in Malaysia.(Aman& Kasimin:2011)

A research on “Challenges of implementing Electronic Government Procurement: A Case Study on Bangladesh Water Development Board” (Alam, 2012) showed some key challenges of e-GP implementation in Bangladesh. Some of the challenges identified by the researcher are following:

- ❖ Required competency of the users in using the system.
- ❖ Lack of Bidder’s Interest in participating in bids invited through e-GP system.
- ❖ Problems occurring in the execution of e-GP system.

- ❖ Threat of security breach.
- ❖ Problem with power availability.
- ❖ Lack of support from top management and obstacle from powerful person of Government.
- ❖ Lack of logistic Support and internet connectivity. (Abdullahil,2015).

Chapter 3: Procurement in Directorate General of Family Planning(DGFP)

3.1 Overview of DGFP:

Directorate General of Family Planning (DGFP) is the leader organization under Medical Education & Family welfare Division, Ministry of Health and Family Welfare (MOHFW) in Bangladesh which has been working for implementing Family Planning program throughout the country to ensure the country's population policy. But the present position of Family Planning Program cannot come to this stage in a day. There are a series of development phase that took place during the last 54 years. It has to undergo a number of development phases.

The Family Planning program in this country emerged during 1965-95 with the aim of controlling population growth as a strategy of economic development though it began in early 1950s with voluntary efforts (www.dgfp.gov.bd). The Family Planning Program in Bangladesh has undergone with the following development phases:

Phase-I: 1953-59: Voluntary and Semi-government efforts

Phase-II: 1960-64: Government sponsored clinic-based Family planning Program

Phase-III: 1965-70: Field-based Government Family planning Program

Phase-IV: 1972-74: Integrated Health and Family planning Program

Phase-V: 1975-80: Maternal and Child Health (MCH)-based Multi-sectorial Program

Phase-VI: 1980-85: Functionally Integrated FP Program

Phase-VII: 1985-90: Intensive Family Planning Program

Phase-VIII: 1990-95: Reduction of rapid growth of population through intensive service deliveries and community participation.

1995-1997: Interim Plan

Phase-IX: 1998-2003: Health and Population Sector Program(HPSP)

Phase-X: 2003-2011: Health, Nutrition and Population Sector Program (HNPSPP)

Phase-XI: 2011-2016: Health, Population and Nutrition Sector Development Program(HPNSDP)

Phase-XII: 2017-2022: 4th Health, Population and Nutrition Sector Program (4th HPNSP). [Source: www.dgfp.gov.bd]

3.2 Procurement in DGFP:

DGFP has 9(Nine) administrative unit and the functional activities has been working throughout the country. Most of the procurement of DGFP has been performed by the Logistics & Supply (L&S) Unit except very small scale revenue budget procurement. Mainly procurement of GOB (Development) and Reimbursable Project Aid (RPA)funded budget of different unit of DGFP has been performed by the Logistics & Supply (L&S) Unit. The DGFP shall conduct the procurement that is related to implement of the Operational Plan (OP) of DGFP. To ensure availability of quality reproductive Health & Family Planning commodities like contraceptives, medicines, medical equipment, medical and surgical requisites(MSR) any other related goods & services for all over the country, L&S unit procure through traditional as well as e-GP system.

List of main goods and related services that procured by the Logistics and Supply Unit,DGFP:

Category of Goods & Related Services	Name of the Items	
Contraceptives	1. Oral Pill (COP/POP) 2. Injectable 3. Implant (1 stick)	4. IUD (380A) 5. Condom 6. Ad Syringe
Maternal & Child Health(MCH), Adolescents& Reproductive Health related medicines (22 items)	1. Tab. Ciprofloxacin 2. Tab. Ibuprofen 3. Tab. Ranitidine 4. Tab. Iron & Folic Acid 5. Cap. Amoxicillin 6. Tab. Vitmin B Complex 7. Tab. Albendazole 8. Tab. Paracetamol (500mg) 9. Tab. Metronidazole 10. Tab. Antacid 11. Tab. Pantaprazole	12. Tab. Cotrimoxazole 13. Paracetamol suspension 14. Tab. Salbutamol 15. Tab. Chlorpheniramin Maleate 4 mg 16. Tab. Diazepam 5mg 17. Tab. Folic Acid 18. Powder Suspension Amoxacilin 19. Amoxicillin pediatric drop 20. Tab. Calcium Carbonate 21. Oint. Benzoic Acid & Salycilic acid 22. Tab. Naproxen & others
Drugs & MSR for conducting Normal Delivery	1.Tab. Paracetamol 2. Cap. Amoxycilin 3. Infusion 5% Dextrose with infusion set 4.Chlorohexadine cream 5.Inj. Lidocaine 6. Butterfly Needle 7.Disposable Syringe	8.Cotton 9.Sanitary napkin 10. sterile gauge 11.Sterile adhesive surgical tape (1 inch.) 12.Surgical Catgut 13.Rubber Gloves (6.5 inch) 14.Prgnancy Kit and others

Medicine & MSR for Clinical Contraception	1. Tab. Ciprofloxacin 2. Tab. Ibuprofen 3. Tab. Ranitidine 4. NSV & Tubectomy KIT/IUD KIT 5. PGA (Suture) 6. Hydrocolloid Dressing Material 7. Urine Analysis Strip 8. Pregnancy Kit 9. Kellys Placental Forceps	10. Disposable lancet/Pen 11. Tallquist Book 12. Pelvic model for IUD 13. Inj. Zylocaine 14. Inj. Pathedine 15. Inj. Atropine 16. Inj. Naloxen 17. MR Kit/MVA Kit 18. Sucker machine and etc.
MSR & Medical Equipment	1. OT Light /Spot Light/OT Table 2. Autoclave machine 3. Surgical Rubber Gloves (7/6.5 Inch) 4. Oxygen Therapy set with flow metre 5. Ambu Bag 6. Instrument Trolley 7. LP Gas cylinder with burner	9. BP Machine & Stethoscope 10. Glucometer with strip & needle 11. Sanitary Pack 12. Baby weighing machine 13. Weight Machine 14. Baby Nasal Aspirator 15. Saree/Lungi
IT & Computer Accessories	1. Tab 2. Desktop Computer 3. Scanner 4. Printer (Laser/ Dot matrix) 5. UPS	6. Photocopier 7. Computer consumable items & accessories 8. CC Camera & TV 9. Digital attendance
Vehicles & others	1. Motor Vehicles/Motor Cycles	2. Microbus/.Fork Lift 5. Printing & Packaging
Services	1. Training/Workshop on SCM/e-GP 2. Maintenance of Hardware & Software 3. Internet Connection & Bill	4. Appointment of C&F agent 5. Physical Inventory & Commodity Audit 6. Private Carrier transport & etc.

Source: Consolidated Annual Procurement Plan for FY 2015-16, 2016-17, 2017-18

The Director, Logistics and Supply (L&S) of the DGFP shall conduct the procurement of all reproductive health (RH) commodities, including contraceptives, medical and surgical requisites, equipment, medicines, and any other products as assigned by the HOPE for distribution to end users through the Central Warehouse, Regional Warehouses, and Upazila stores throughout the country. Other procuring entities of DGFP (Field Services Delivery Program; Clinical Contraception Services Delivery Program; Maternal, Child, and Reproductive Health; Improved Financial Management/Management Information Systems; Information, Education, and Motivation) shall conduct the procurement of other commodities according to the needs of their operational plans.

Table -3.1:
Category wise Procurement Status for the Fiscal Year 2015-16,2016-17and 2017-18

Year Category of Goods & Related Services	FY 2015-16 (Amount in Million BDT)		FY 2016-17 (Amount in Million BDT)		FY 2017-18 (Amount in Million BDT)	
	GOB (Dev.)*	RPA(GOB)	GOB(Dev.)*	RPA(GOB)	GOB (Dev.)*	RPA(GOB)
Contraceptives	514.70	898.50	439.45	726.25	1042.23	1165.00
Maternal & Child Health(MCH), Adolescents & Reproductive Health related medicines	-	760.34		386.01	-	751.38
Drugs & MSR for conducting Normal Delivery	-	29.17	17.33	46.26	-	69.33
Medicine & MSR for Clinical Contraception	-	203.47	31.46		51.24	168.94
MSR & Medical Equipment	232.58	295.61	162.10	23.27	212.25	271.00
IT & Computer Accessories	5.49	41.00		19.80	16.35	44.50
Vehicles & others	175.32	49.49	20.17	3.00	401.56	29.85
Services	12.95	-	-	-	82.60	0.50
Total	941.02	2277.58	670.51	1204.59	1806.23	2500.50

*Only contraceptives items are procured under GOB (Revenue) & GOB (Dev.) budget

** All procurement data are based on Approved Consolidated Annual Procurement Plan (APP) of DGFP. It may not reflect the total procurement of DGFP.

Table-3.2

Comparative Procurement Status in DGFP

Year Procurement system	FY 2015-16		FY 2016-17		FY 2017-18	
	No. of Tender	Amount in Million BDT	No. of Tender	Amount in Million BDT	No. of Tender	Amount in Million BDT
Manual/Traditional	56	3141.61	35	2195.28	69	4040.08
e-GP	2	25.00	4	47.56	20	266.65
Total	58	3202.61	39*	2242.84	89	4306.73

*Including 10 Tender package that carried over from FY 2015-16

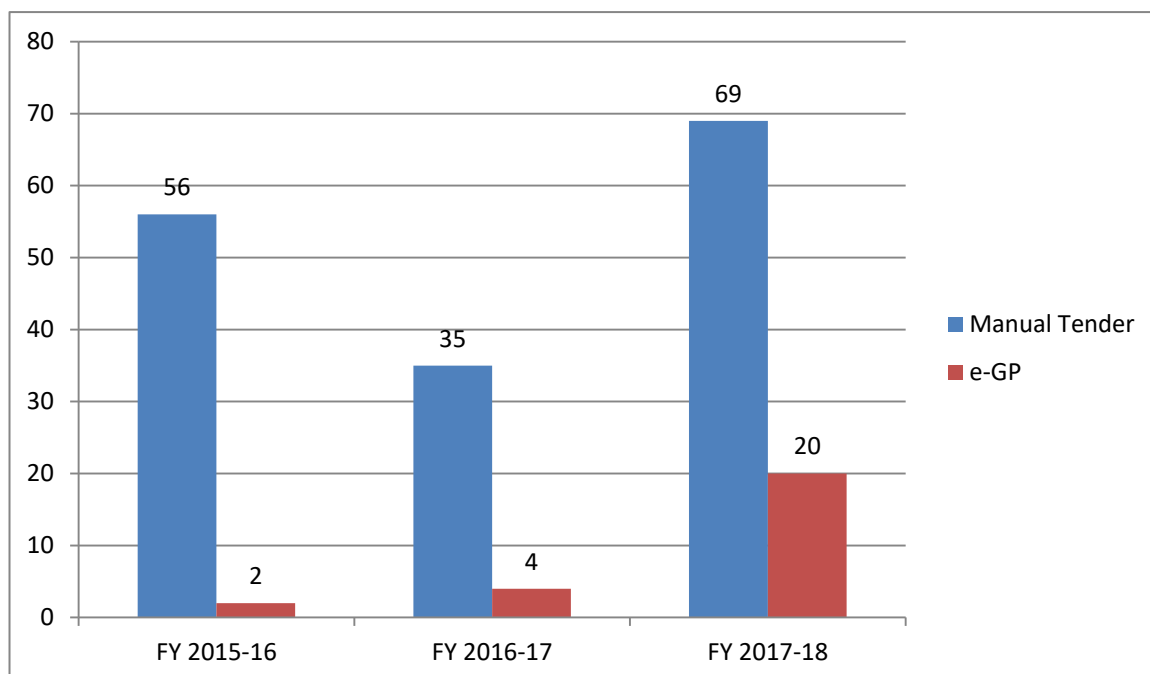


Figure-3.1 :DGFP's e-GP Trends

3.3 DGFP's approaches towards e-GP:

Logistics & Supply Unit of Directorate General of Family Planning is regularly conducted Procurement of Contraceptives, Drugs and MSR, Medical Equipment for implementing Population Sector Program of the Government. This unit properly distributes the contraceptives, drugs and MSR to the Field level as well as to the clients through central warehouse Mohakhali, Dhaka and 20 (twenty) regional warehouses. Timely distribution on Contraceptive to the clients is very important for the success of the family planning program as well as to ensure the service of maternal child health and reproductive health care.

The roll out of e-GP in Public Procurement has made a transformational change in government procurement of Bangladesh. Though DGFP is not a primary target organization ,but they introduced e-GP in 2015 in very small scale. In order to meet up Disbursement Link Indicators (DLI) for Institutionalizing e-GP ,they have to implement their whole procurement through e-GP within 2022.

Table-4: e-GP rollout Plan

DLI	Year			
Rollout e-GP	2016 (in %)	2017-18 (in %)	2019-20 (in %)	2021-22 (in %)
	5%	25%	75%	100%

Source: Operational Plan(OP) ,PSSM-FP,4th HPNSP.

Keeping in mind the Sustainable Development Goals 2030, Vision 2021 and Seventh Five Years Plan, Logistics and Supply Unit of DGFP will make all efforts to contribute to the attainment of Reproductive Health Commodity Security in the country. And by implementing the e-GP, DGFP can reduce its procurement lead times as well as commodity security.

Chapter-4: Methodology

4.1 Introduction

Methodology is the core of a research to get fruitful result. This study is a descriptive one based on both quantitative and qualitative data. The study applies a purposive sampling technique to receive the research objectives regarding the e-GP in DGFP.

4.2 Selection of the study area, population and target groups:

The study was carried out in DGFP's Headquarters among whom are using e-GP system in procurement. The researcher selects this area because the respondents of this area are well-known to him. The study covered the different procuring entity specially Logistics and Supply Unit that is mostly responsible for DGFP's central procurement.

In order to conduct a research, selection of population and target group plays a vital role. For this study the officials and staffs of DGFP are population and the officials and staffs of DGFP who are engaged in procurement are the target group. DGFP has 9(Nine) unit and every unit has its special jobs area. Every unit has more or less some procurement to do its routine tasks. But Logistics and Supply Unit has made for only performing the central procurement for smoothing DGFPs Supply Chain Management by procuring and supplying Family Planning Contraceptives and other reproductive, adolescent and MCH commodities to the end users and to ensure zero stocks out.

4.3 Sample size and Sampling technique

Wood and Haber (1998) define that sampling is the process of selecting representative units of a population for the study in research investigation [www.researchgate.net]. Sample is a little proportion of a population that is selected for research observation and analysis. In response to the aim of the study, the researcher selects those people who are directly engaged in procurement process. The sampling type is purposive and selected randomly from L& S Unit and other units of DGFP. There are about 25-27 persons in DGFP's who are engaged in procurement and the researcher try to ensure maximum representation of the procurement officials and staffs to find out the research outcomes. The researcher select about all officials and staffs of L&S unit and minimum 1 (One) official from other unit of DGFP who are working in procurement. The sample size of the study is 19 due to the limited time frame of

the study. A sample of 19 out of 27 means around 70.37 percent of the population, so the sample can be considered significant.

4.4 Sample Characteristics

All respondents are experienced in public procurement but all are not experienced in e-GP system. Most of them are familiar with the e-government procurement(e-GP). All of the respondents have experience of using e-GP portal either as registered or non-registered user. Among 19 respondents there are 4 Program Manager, 1 Admin User, 12 Procurement Desk Officer and 2 procurement assistant. Most of them have masters or equivalent degree and 4 respondents have additional higher procurement related professional degree.

Table-4.4.1 :Sample distribution of the respondents

Respondents Gender	Number of samples
Male	13
Female	6
Total	19

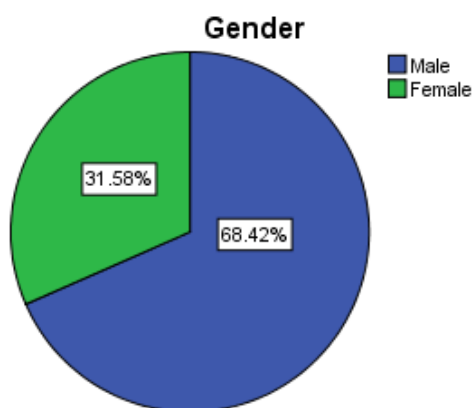


Figure 4.2: Gender of the Respondents system

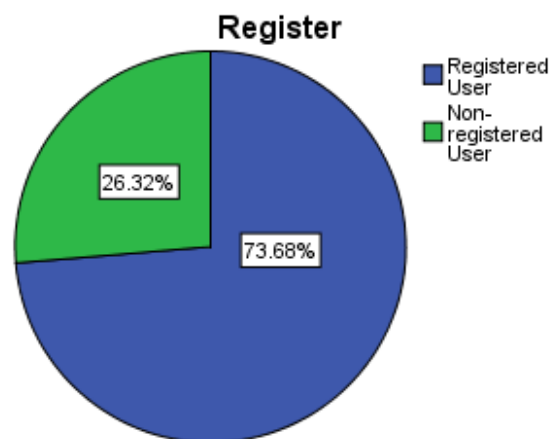


Figure 4.3: Registered user in e-GP

4.5 Data Source

Both primary and secondary data and information are used for the present study. Both qualitative and quantitative data are collected from potential procurement officials and staffs of DGFP, especially who are engaged in e-GP. The researcher has used questionnaire (structured & open ended) for collecting data from respondents regarding their procurement experience, knowledge on e-GP, benefits of e-GP, logistics supports, higher management support, challenges on e-GP. The respondents put their valuable perception/experience by answering the questionnaire.

In order to better understand the problem under the study, at the very beginning stage of conceptualization of issues and variables, certain secondary sources were consulted. The researcher specially used data and information that includes printed materials, web based information, articles, published reports etc. Most of the articles were reviewed and will be found in the review section and detailed web addresses have been given in the Bibliography.

4.6 Methods of Data Collection:

The study is designed to find out the overall e-GP user perception regarding e-GP implementation challenges in DGFP and identify the scopes for overcoming the barriers. The main methodology of the research was **Questionnaire survey**.

Questionnaire was developed to assess the e-GP implementation challenges in DGFP by exploring the strength and weakness of procurement personnel as well as the organisation's logistics and higher management support for smoothing e-GP system. Respondents were selected randomly but purposively.

The questionnaire consisted with four parts and 30 questions. These parts are general information of the respondents regarding procurement and e-GP, information's regarding public procurement & e-GP, logistics support for e-GP and challenges & their recommendations for any improvement needed for implementing e-GP. Six questions were prepared for general information about respondents such as the name, designation, role, procurement experience & procurement training. Second part of questionnaire consists of 16 questions related to public procurement & e-GP considering practical experience, benefits, information, systems & service satisfaction. Third part of questionnaire prepared for regarding availability of logistics support for e-GP. Fourth and final part of the questionnaire consists of

challenges that faces by the respondents and their opinion about potential improvements for successful implementation of e-GP. (The questionnaire is included in ANNEXURE -A).

4.7 Data Management and analysis plan

The study was conducted from 20 March,2018 to 10 April,2018.After completion the survey, the data have been cleaned, edited, and re-arranged for analysis and coded manually to draw a conclusion. SPSS statistics 20.0 has been used for statistical data analysis, preparing tables and constructing pie charts. Microsoft Word has been used for preparing the reports. Some cases MS Excel has been used.In accordance with the research objectives, data analyses have been performed. In accordance with the research objectives, data analyses have been performed at univariate **level**.

4.8 Limitation of the Study:

The researcher were encountered several difficulties throughout the research process. Some of the difficulties are worth mentioning here for the future researchers on this issue to help them enable to overcome the difficulties:

- One of the major difficulties was the time constraint. The researcher has to do this study after completion his official activities.
- For secondary data, the researcher has to go for several times.
- Research fund for the study was not sufficient. We were led to work on small sample. Small amount of funds prevented us to work with a larger scale which minimizes the types of errors. Due to fund constraints the researcher only interviewed DGFP's Headquarters' procurement personnel.
- The respondents are not often available for interview as they are busy with their regular official works. Therefore, the researcher has to meet the respondents at their convenient time.

Chapter 5: Study Findings and Analysis

5.1 Introduction:

This chapter is the analyses part of collected primary data from questionnaire survey. The questionnaire consisted with four parts and 30 questions. First Six questions were prepared for general information about respondents such as the name, designation, role, procurement experience & procurement training. Next 16 questions related to public procurement & e-GP considering practical experience, benefits, information, systems & service satisfaction, knowledge on e-GP. And rests of 8 questions were regarding e-GP logistics support, challenges and way out. Now the statistical analysis and graphical presentation was done for easy understanding. The data analysis interpretation also has been presented in this chapter.

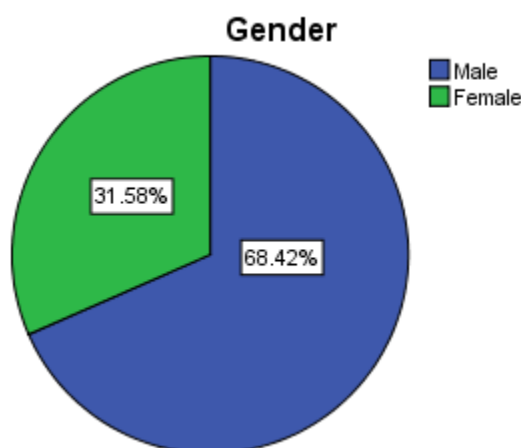
5.2 : Interview Analysis:

Part-A: General Information regarding Procurement and e-GP:

In this part there are 6 (six) questions on general information of respondents regarding Public procurement and e-GP. These are respondents' gender, education, registered user of e-GP, role in e-GP system, work experience in public procurement and training on public procurement and e-GP. Summary of responses are given below:

Table 5.2.1 Respondents Gender

Gender	Frequency	Percent
Male	13	68.4
Female	6	31.6
Total	19	100.0



The above distribution shows that total number of respondents of the study is 19 out of which 68.4 % are male and 31.6 % are female.

Table 5.2.2: Educational level of the respondents:

Level of Education	Frequency	Percent
Bachelor's Degree	1	5.3
Masters	11	57.9
Masters & Professional Degree(MCIPS)	4	21.1
Engineers	2	10.5
Doctors (MBBS)	1	5.3
Total	19	100.0

The table 5.2.2 shows that the highest percentage (57.9%) of the respondents educational level belongs to Master's degree, 21.1% has additional procurement related professional degree along with their Master's degree and only 5.3 % respondents who have only Bachelor's degree and MBBS individually. The data reveal that there is a significant portion of respondents are higher educated and performing public procurement both in traditional and e-GP system.

Figure 5.2.1: Registered and Non-registered User of e-GP System

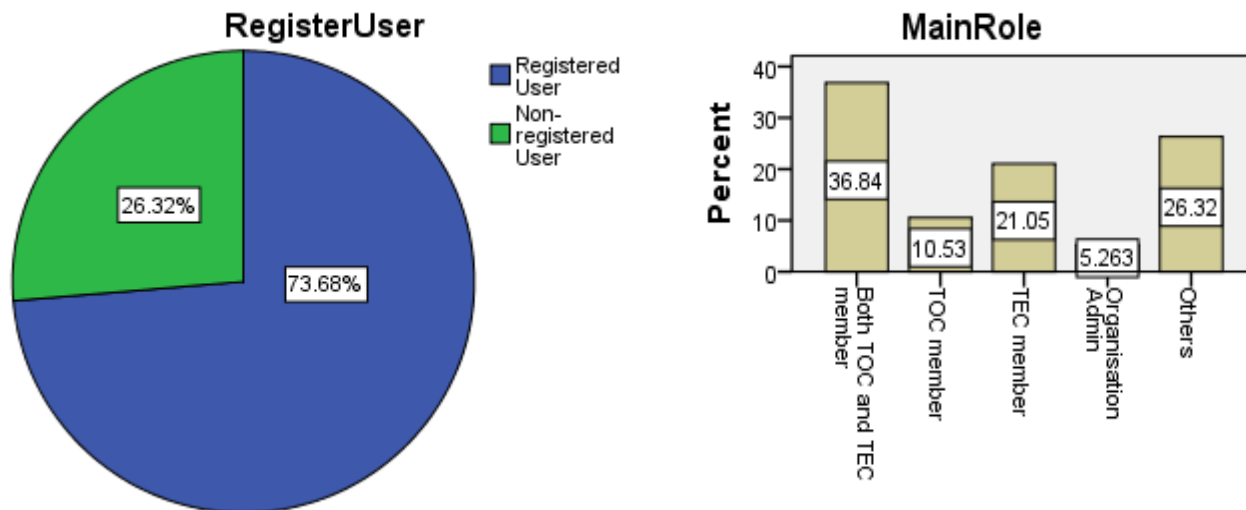


Figure 5.2.2: Main Role of the respondents in e-GP

The figure 5.2.1 shows that most of the respondents are registered user in e-GP System (73.68%). About one fourth (26.32 %) respondents are performing public procurement but they have not access in e-GP systems. Figure 5.2.2 shows that most of the users have multiple procurement roles in e-GP. About 36.84% respondents are both TOC and TEC member in e-GP system, where 21.05 % are TEC member and 10.53% have only TOC member. About 26.32% no role in e-GP system i.e; they are basically non-registered in e-GP system.

Table 5.2.3 Respondents work experience in public procurement

Working period	Frequency	Percent
less than 1 year	1	5.3
1-3 year	6	31.6
4-5 years	1	5.3
6-10 years	7	36.8
above 10 years	4	21.1
Total	19	100.0
Mean		3.37
Standard Deviation		1.300



Source: Field Survey,2018

The table reveals that 4 respondents have more than 10 years' work experience in public procurement. About 36.8% respondents have 5-10 years' experience and only 1 respondent has less than 1 year procurement experience. The mean experience of the respondents in Public procurement is 3.37 years.

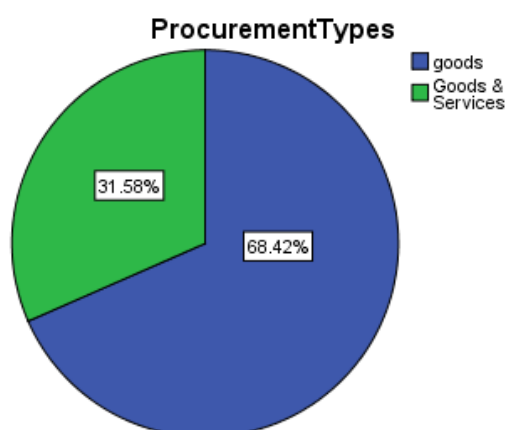


Figure 5.2.3 : Types of procurement that the respondents mainly procure

The figure 5.2.3 shows that 68.42 % respondents mainly experienced in the procurement of Goods and 31.58 % has experienced in both goods and service procurement. DGFP is a specialized organization where mainly procurement has done for goods and very small amount of services.

Table 5.2.4: No. of PPR Training received by the respondents

No. of PPR Training	Frequency	Percent	Mean
1-2 times	8	42.1	1.79
3-5 times	7	36.8	
More than 5 times	4	21.1	
Total	19	100.0	

Table 5.2.5: PPR Training Period

No. Days	Frequency	Percent
5 days	6	31.6
3 weeks	4	21.1
3,5 & 21 days	7	36.8
5 and 21 days	2	10.5
Total	19	100.0

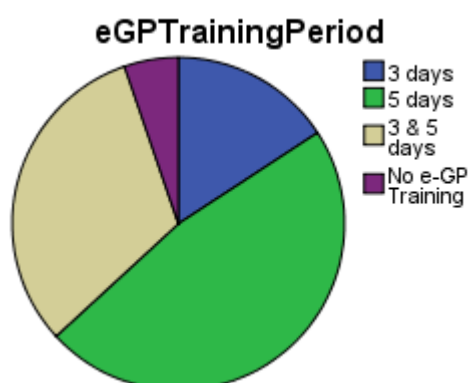
The table 5.2.4 shows that all respondents had Public Procurement Rules (PPR) training and mean of the training received is 1.79 times. The table 5.2.5 also shows that all respondents have PPR Training (3 days/5 days/ 3 weeks). Most of the respondents had 3 weeks long procurement training (36.8+10.5+21.1=68.4%) that is very significant for performing procurement in DGFP.

Table 5.2.6: Training on e-Government Procurement (e-GP) and frequency of training times

e-GP Training received	Frequency	Percent
yes	18	94.7
No	1	5.3
Total	19	100.0



e-GP Training Period	Frequency	Percent
3 days	3	15.8
5 days	9	47.4
3 & 5 days	6	31.6
No e-GP Training	1	5.3
Total	19	100.0



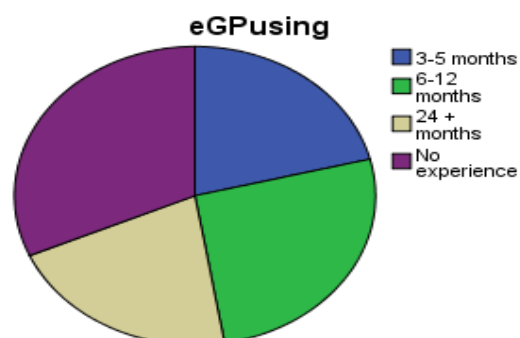
The table 5.2.6 reveals that 94.74% respondent had training on e-GP and they received 3 days training from CPTU or 5 Days training through DGFP or both. Only 1(5.3%) respondent had not yet received e-GP Training.

Part-B: Information for Public Procurement and e-GP

In this part there are 16(Sixteen) questions (7-22 No.) on Public procurement and e-GP that were focus on respondents' e-GP experience, knowledge, benefits etc.. Summary of responses are given below:

Table 5.2.7: Respondents e-GP using period

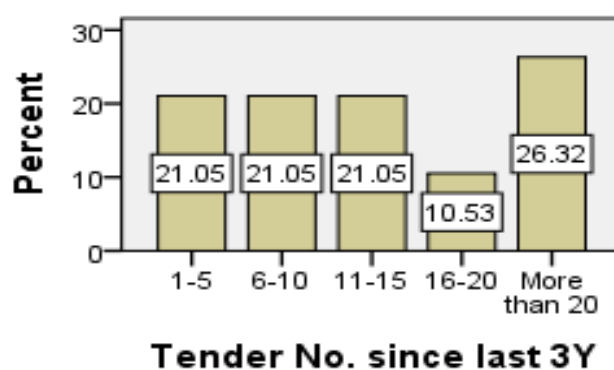
e-GP Using period	Frequency	Percent	Mean
3-5 months	4	21.1	3.16
6-12 months	5	26.3	
24 + months	4	21.1	
No experience	6	31.6	
Total	19	100.0	



The table shows that 31.6% has no experience of using e-GP system but rest of them has e-GP using experience from 3-5 months to more than 2 years. 21.1 % respondents had more than Two years' experience.

Table 5.2.8 : No. of procurement had handled by the respondents since last 3 years

No. of Tender Handled since last 3 Years	Frequency	Percent	Mean
1-5	4	21.1	3.00
6-10	4	21.1	
11-15	4	21.1	
16-20	2	10.5	
More than 20	5	26.3	
Total	19	100.0	



The table reveals that all respondents had experience of handling tender since last three years. 26.3 % respondents had experienced of handling more than 20 Tender since last three years. The Mean of Tender handling is 3.00.

Table 5.2.9: Comparative status of Manual procurement and e-GP performed by the respondents in current year

	Procurement of current year (FY 2017-18)			
	Manual System		e-GP System	
No. of Tender	No. of respondents	Percentage	No. of respondents	Percentage
1-3	2	10.53	12	63.16
4-5	9	47.37	1	5.26
More than 5	7	36.84	0	0.00
No Tender	1	5.26	6	31.58
Total	19	100.00	19	100.00

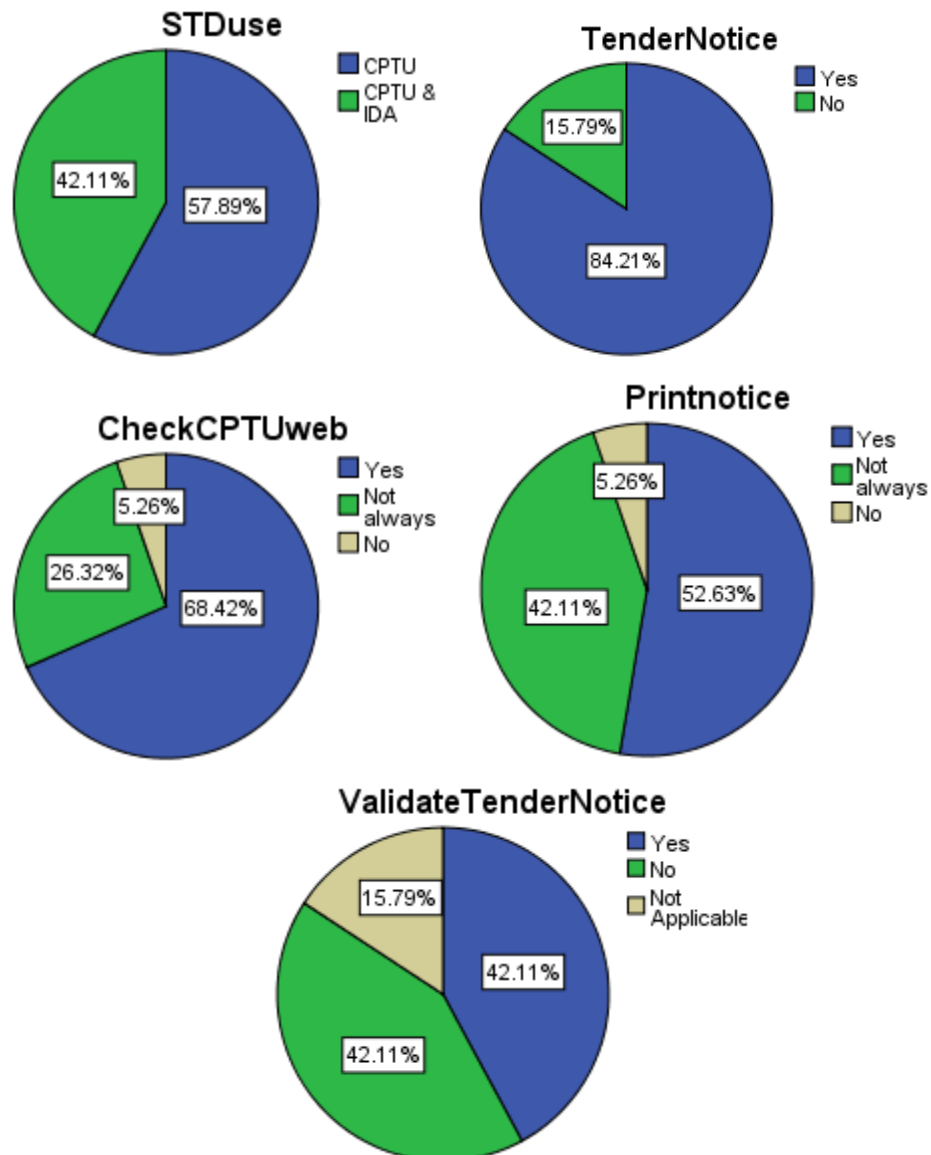
The table reveals that only 5.26 % respondent had no tender handled in manual system where 31.58 % respondents had no e-GP tender handled experience. About 36.84% respondents handled more 5 Tender in manual system where as 63.16% respondents' handled 1-2 tender in e-GP in the current year. It also reveals that the manual procurement is significantly higher than e-GP.

Table 5.2.10: Comparative status of average Tenderer participated in Manual & e-GP System in the current year

	Procurement of current year (FY 2017-18)			
	Manual System		e-GP System	
No. of Tenderer	No. of respondents	Percentage	No. of respondents	Percentage
1-3	2	10.53	11	57.90
4-7	9	47.36	6	31.58
8-10	2	10.53	1	5.26
More than 10	6	31.58	0	0.00
No Tender	0	0.00	1	5.26
Total	19	100.00	19	100.00

The table reveals that 47.36 % respondents told that in manual system average 4-7 tenderer submit tender in every case where as in e-GP system 57.90 % respondent told that average 1-3 tenderer submit tender in e-GP. It also reveals that the tenderer have not yet good at in e-GP tendering. Rather they are willing to participate in manual tendering system.

Figure 5.2.4-5.2.8: Information of using STD, Tender notice preparation by using CPTU's Excel file, Validation of Excel file, Tender notice check & print

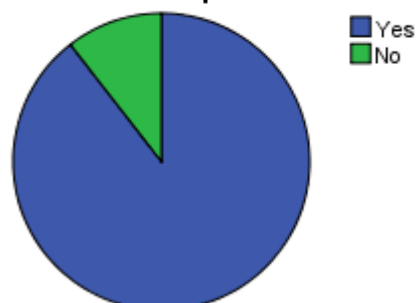


These figures show that 57.89% respondents have experience of using CPTU's STD and 42.11% respondents have experience of using both CPTU and IDA's STD. 84.21 % use Excel file provided by CPTU for writing tender notice but only 42.11 % validate after writing tender notice. 68.42 % respondents check their Tender notice in CPTU's website and 52.63 % print their Tender Notice from CPTU' website.

Table 5.2.11: Whether respondents know the e-GP web address

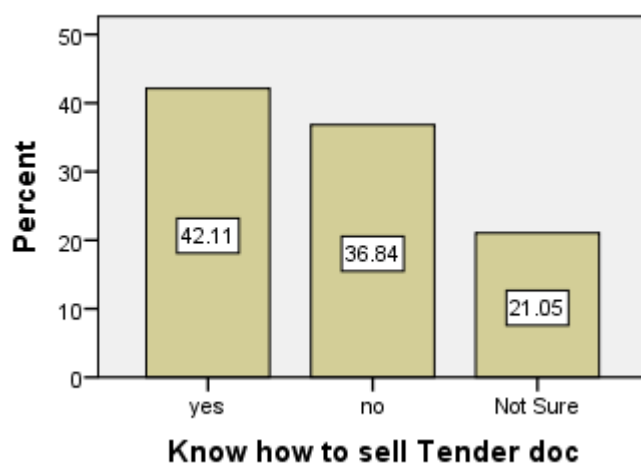
Known to e-GP web address	Frequency	Percent
Yes	17	89.5
No	2	10.5
Total	19	100.0

e-GP web address known to the respondents



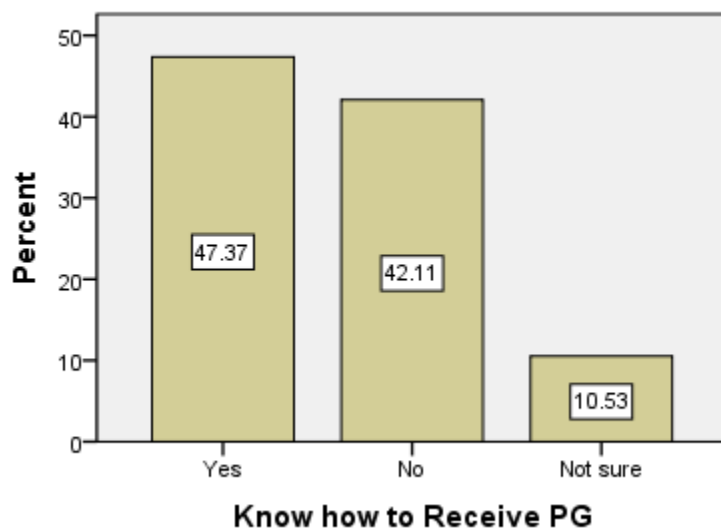
The Table shows that 89.5 % know the web address of e-GP system(www.eprocure.gov.bd) and only 10.5 % respondent' are not known to the web address for using e-GP.

Figure 5.2.9 : Respondents' knowledge about how to sell tender documents in e-GP system



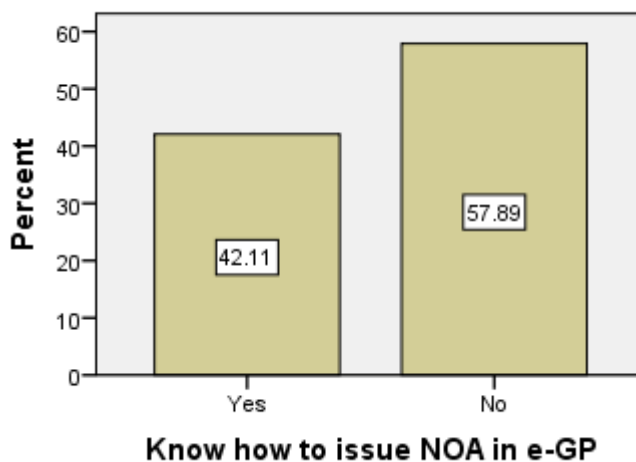
The figure reveals that only 42.11% respondents know how to sell the tender document in e-GP system and 36.84 % respondents has no idea regarding tender selling in e-GP system.

Figure 5.2.10: Respondents' knowledge about how to received Performance Guarantee (PG) in e-GP system



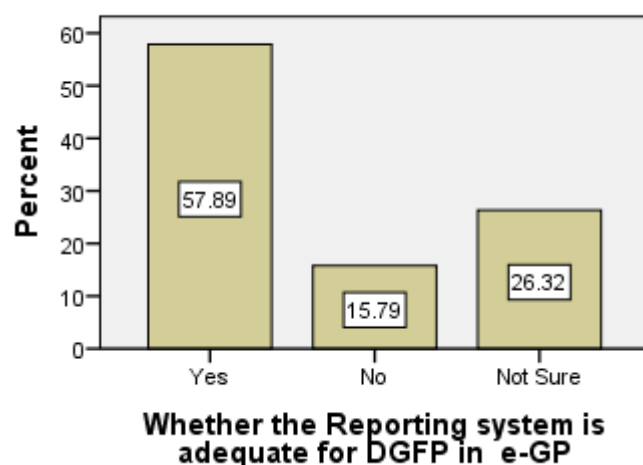
The figure shows that 47.37 % respondents know how to receive Performance Guarantee (PG) after issuing of NOA in e-GP system and 42.11 % respondents has no idea regarding in how to receive Performance Guarantee (PG)e-GP system.

Figure 5.2.11: Respondents' knowledge about how to issue NOA in e-GP system



The figure shows that 57.89 % respondents know how to issue NOA in e-GP system and 42.11% respondents has no idea about how to issue NOA in e-GP system.

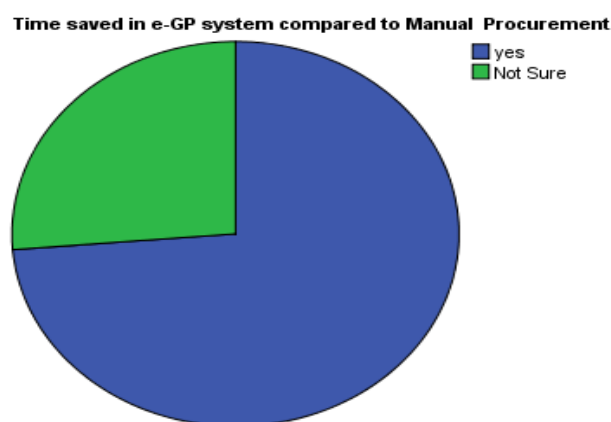
Figure 5.2.12: Respondents opinion regarding reports generated in e-GP system



The figure shows that 57.89% respondents express their opinion that the reports generated in e-GP system is adequate for DGFP's tender decision. But only 15.79% respondent said that the reports are not adequate. They suggested that Tender Evaluation Report should be more comprehensive.

Table 5.2.12: Respondents opinion on time saved in e-GP system compared to manual procurement

Time saved in e-GP	Frequency	Percent
Yes	14	73.7
Not Sure	5	26.3
Total	19	100.0



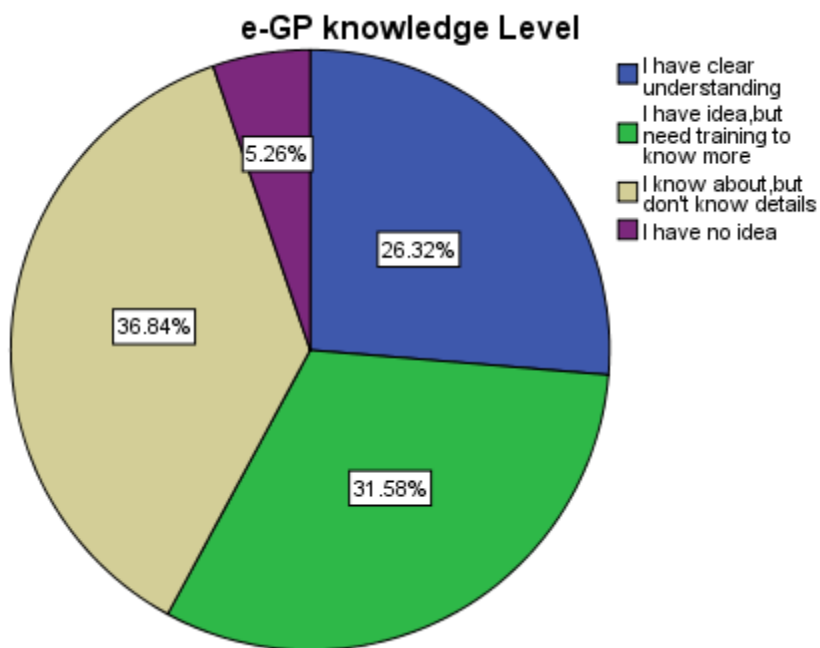
The table shows that 73.7 % respondents opinioned that in e-GP system more time saved compared to manual(traditional) public procurement system(from tender advertisement publication to Contract Award). This time savings saved tender price & cost that was also revealed by World Bank's report, 2006.

Table 5.2.13: How much time saved in e-GP system compared to manual(traditional) procurement system (from IFT publication to Contract Award)

Time saved	IFT Publication to Tender Opening		Tender Security verification to Tender evaluation process		Tender evaluation to NOA		NOA to Contract Signing	
	No. of Respondents	Percentage	No. of Respondents	Percentage	No. of Respondents	Percentage	No. of Respondents	Percentage
No Saved	15	78.95	0	0.00	5	26.32	11	57.90
1-5 days	4	21.05	6	31.58	11	57.90	3	15.79
6-10 days	0	0.00	10	52.63	2	10.52	3	15.79
More than 10days	0	0.00	3	15.79	1	5.26	2	10.52

The Table shows that in all stage of Tendering process in e-GP system saved time compared to manual (traditional) system.78.95 percent respondents told that there is no time saved in e-GP system from IFT publication to Tender Opening because in both system same time required but 21.05 % responded opinioned that e-GP system saved 1-5 days from IFT publication to Tender Opening. The table also shows that 52.63% respondents gave their opinion that there is significantly time saved (6-10 days) from tender security verification to tender evaluation and this is 1-5 days opinioned by 57.90 % respondents in the stage Tender evaluation to NOA. 57.90 respondents gave their opinion that there is no time saved at the stage of NOA to Contract signing. But 8 respondents out 19 thought that though PG verification need not in e-GP system that saved time from 1-15 days from NOA to Contract Award.

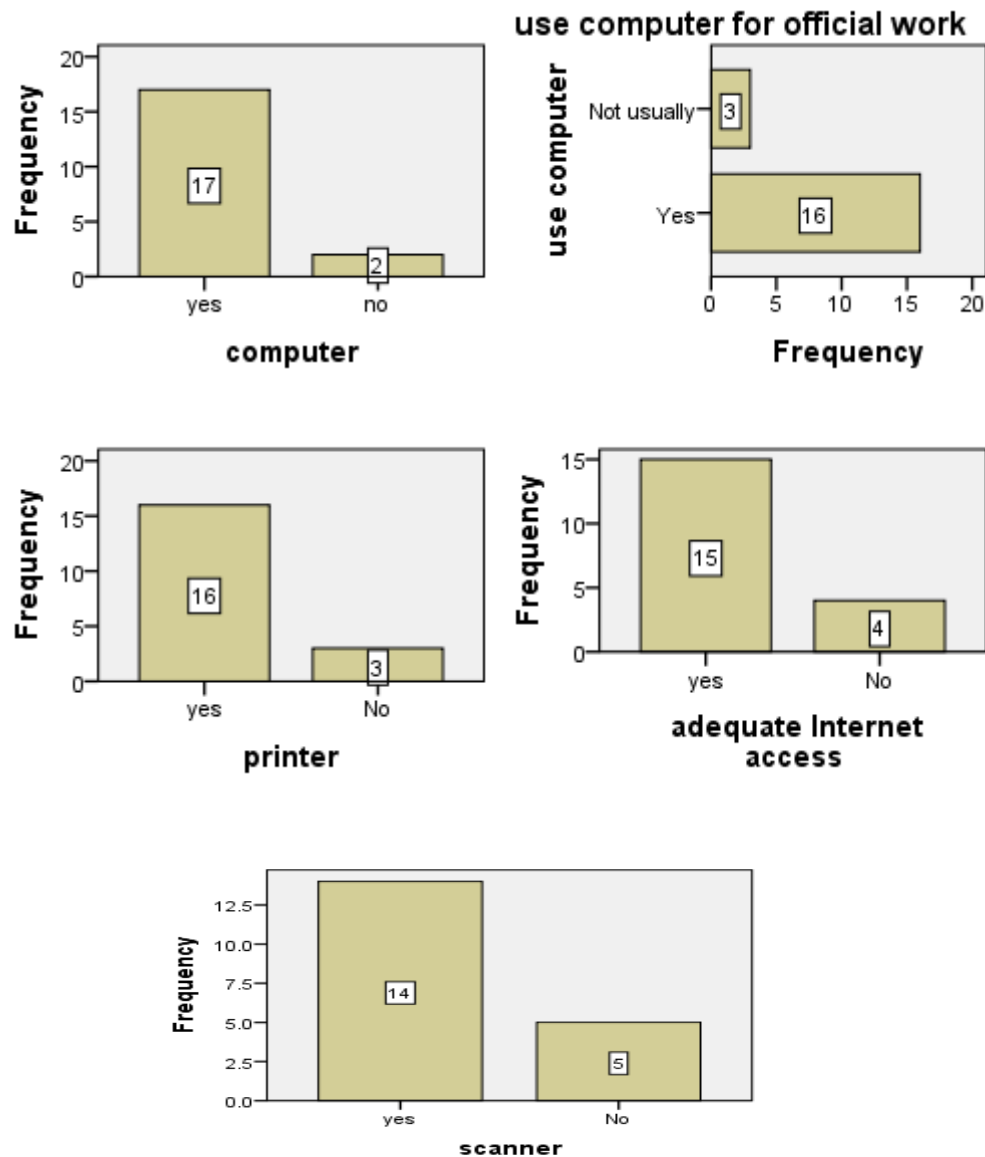
Figure 5.2.13: Respondents knowledge level about e-GP.



The figure reveals that only 26.32% respondents have clear understanding about e-GP and 5.26% have no idea. 36.84 % respondents told that they have idea but need training to know more and 31.58% respondents know about e-GP but don't know details, they need several training.

Part-C: Logistics support for e-GP

To implement any new system in an organization, logistics support plays a pivotal role. Implementing e-GP in DGFP is also a challenging task and in this part the researcher tried to find out the status of logistics support for concerned personnel. There are 5(Five) questions in this part to assess the logistics support for e-GP implementation. Findings are given below:



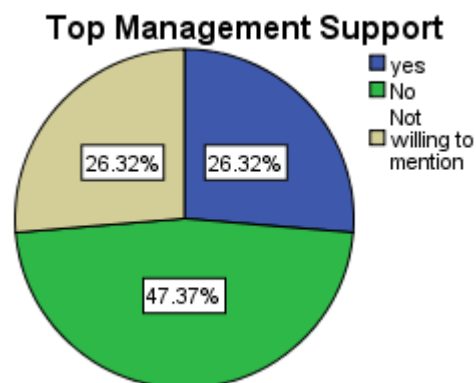
These figure indicates that all logistics support for e-GP are not sufficient in DGFP.2(Two) respondents have no computer and printer.5 (Five) respondents have no scanner. And 4(four) respondents gave their opinion that they have not high speed internet accesses that is a vital logistics component to implement e-GP smoothly.

Part-D: Challenges and recommendations for implementing e-GP in DGFP

This part has only 3(Three) questions and both closed & open ended. The respondents gave their opinion in multiple options. Here the researcher mainly tried to find out the present challenges and further way out.

Table 5.2.14: Top Management support regarding e-GP implementation

Received adequate support	Frequency	Percent
yes	5	26.3
No	9	47.4
Not willing to mention	5	26.3
Total	19	100.0



The Table shows that 47.37% respondents are not received adequate top management support and 26.32% respondents are not willing to share their opinion. They gave some opinion regarding Top Management Support on e-GP which is as follows:

1. HOPE/PE should provide more time to do smooth functioning.
2. PE should be more efficient on using e-GP system.
3. Arranged complete logistics support
4. Ensure high speed internet connectivity
5. Top management should solve the problems that the end-user faced at the time of e-GP using.

Table 5.2.15 : Challenges to implement e-GP in DGFP

This question has multiple options for finding out e-GP implementation challenges in DGFP. All respondents mentioned more than two challenges.

Types of Challenges to implement e-GP	No. of respondents*	Percentage (N=19)
Lack of High speed internet connectivity	12	63.15
Lack of skilled Manpower	15	78.95
e-GP software problem/incompatibility	3	15.78
Difficult to keep confidentiality	2	10.52
Lack of knowledge of bidder	14	73.68
Information overloaded	3	15.78
Lack of Network & computer infrastructure	3	15.78
Lack of computer competency of officials	9	47.36
Difficulties in post qualification	7	36.84
Lack of adequate logistics support	4	21.05
Lack of willingness to use e-GP system	14	73.95
Difficulties encountered in downloading capabilities	1	5.26

* Multiple responses

The table reveals that respondents of the present study gave their opinion regarding e-GP implementation challenges, where multiple challenges are now existing that should be resolved.

Among the challenges, lack of skilled manpower on e-GP system, lack of willingness to use e-GP system by Top Management, lack of knowledge of bidder and lack of high speed internet connectivity are the main challenges for DGFP to implement e-GP system in Public procurement. Other also remarkable challenges are lack of adequate logistics support, post qualification difficulties, lack of computer competency of the officials etc.

5.3 Summary of the Findings

The study carried out to understand the current procurement status, especially e-GP in DGFP and what are the challenges to implement e-GP in Public Procurement. Respondents were selected purposively for the questionnaire survey. They are all procurement personnel of DGFP and 68.4 % are male and 31.6 % are female respondents. The highest percentage of the respondents (57.9%) has Masters' degree and 21.1% have higher professional degree like MCIPS in addition to Masters' degree.

Most of the respondents are registered user in e-GP System (73.68%) and about one fourth (26.32 %) respondents are performing public procurement whose are basically non-registered user in e-GP systems. Registered users have multiple procurement roles in e-GP. About 36.84% respondents are both TOC and TEC member in e-GP system, where 21.05 % are TEC member and 10.53% have only TOC member. All respondents are experienced in public procurement. Among them 21.05% have more than 10 years' work experience in public procurement and about 36.8% respondents have 5-10 years' experience. The mean experience of the respondents in Public procurement is 3.37 years. They all are experienced in Goods procurement. 31.58 % has experienced in both goods and service procurement. DGFP is a specialized organization where mainly procurement has done for goods and very small amount of services.

The study revealed that all respondents had Public Procurement Rules (PPR) training and mean of the training received is 1.79 times. They are mainly received PPR Training for 3days/5 days/ 3 weeks. Most of the respondents (68.4%) had 3 weeks long procurement training that is very significant for performing procurement in DGFP. On the other hand, 94.74% respondent had training on e-GP. They received 3days training from CPTU or 5 Days training through DGFP or both.

The present research showed that 31.6% respondents have no experience of using e-GP system but rest of them has e-GP using experience from 3-5 months to more than 2 years. 21.1 % respondents had more than Two years' experience.

All respondents had experience of handling tender since last three years. The mean of Tender handling is 3.00. But only 5.26 % respondent had no tender handled in manual system where 31.58 % respondents had no e-GP tender handled experience. It also reveals that the manual procurement is significantly higher than e-GP. From the study, we found that the average participation of tenderer in manual system was 4-7 where as in e-GP system it was 1-3 per tender.

For tendering 57.89% respondents have experience of using CPTU's STD and 42.11% respondents have experience of using both CPTU and IDA's STD. They use CPTU's excel file for preparing Tender Notice. But 68.42 % respondents check their Tender notice in CPTU's website and 52.63 % print their Tender Notice from CPTU' website.

In e-GP system, there is a dedicated website hosted by CPTU. The study showed that 89.5 % respondents know the web address of e-GP system (www.eprocure.gov.bd) though all respondents are not registered user in e-GP.

The study revealed that most of the respondents have not clear understanding about e-GP. Only 26.32% respondents have clear understanding about e-GP and rest of them have ideas but need further more training. The study also found that 36.84 % respondents has no idea regarding tender selling in e-GP system, only 47.37 % respondents know how to receive Performance Guarantee (PG) after issuing of NOA in e-GP system and 42.11% respondents has no idea about how to issue NOA in e-GP system.

From the study, we found that 57.89% respondents are satisfied with the report generated in e-GP system. But only 15.79% respondent said that Tender Evaluation Report should be more comprehensive.

The study showed that most of the respondents (73.7 %) opinioned that in e-GP system more time saved compared to manual(traditional) public procurement system(from tender advertisement publication to Contract Award). In all stage of Tendering process in e-GP system saved time compared to manual (traditional) system. There is significantly time saved (6-10 days) from tender security verification to tender evaluation and this is 1-5 days opinioned by 57.90 % respondents in the stage Tender evaluation to NOA. 57.90 respondents gave their opinion that there is no time saved at the stage of NOA to Contract signing. But 8 respondents out 19 thought that though PG verification need not in e-GP system that saved time from 1-15 days from NOA to Contract Signing.

All types of logistics (desktop computer/Laptop, printer, scanner, high speed internet connectivity) support for e-GP are not sufficient in DGFP. About half of the respondents (47.37%) are not received adequate top management support and 26.32% respondents are not willing to share their opinion. They suggested some way to give support in e-GP.

Respondents of the present study opinioned on e-GP implementation challenges, where multiple challenges are now existing that should be resolved. Among the challenges, lack of skilled manpower on e-GP system, lack of willingness to use e-GP system by Top Management, lack of knowledge of bidder and lack of high speed internet connectivity are the main challenges for DGFP to implement e-GP system in Public procurement. Other also remarkable challenges are lack of adequate logistics support, post qualification difficulties, lack of computer competency of the officials etc.

Chapter-6: Conclusion and Recommendations

6.1 Conclusion:

Electronic Government Procurement (e-GP) is a vital tool to ensure good governance in public procurement sector in Bangladesh. It is a unique platform where PE and Tenderer perform their all procurement activities by using ICT. In order to ensuring efficiency, accountability, transparency the GOB introduced e-GP in 2011 on pilot basis. Now the Government has going to institutionalizing e-GP through selected 32 organisation including previous 4 piloting organization. DGFP is one of the organization which started its e-GP journey in a very small scale in 2015. But DGFP has to perform its all procurement in e-GP system in 2021-22 gradually. Though DGFP startup its e-GP journey in very recent, it has facing different sorts of implementing & monitoring challenges.

The study assessed the current e-GP status comparing with manual procurement, uncovered the present challenges and find out way forward to resolve the e-GP implementation challenges lies in DGFP. The study showed that DGFP has procurement plan for the FY 2017-18 about Tk. 4000.00 million out of which only 266.65 million e-GP procurement. By the year 2019-20, DGFP has to perform near about 75% procurements in e-GP system. DGFP has been working to reduce its procurement lead times as well as ensuring Health & Family Planning related commodity security. In this regard e-GP can play a vital role as e-GP system reduce tendering cost and time by ensuring efficiency and transparency.

The study showed that all procurement personnel of DGFP are not registered user in e-GP system. They have to groom up in e-GP and should arrange regular training both in country and abroad to build up capacity. At the same time DGFP has to ensure all logistics supports regarding e-GP specially high speed internet connectivity with computer accessories.

Lack of willingness of Top Management as well as giving less priority than manual tender is the main challenges in implementing e-GP in DGFP's procurement process. Sufficient skilled procurement personnel are also a big challenge. To overcome the present short fall, DGFP has to give more concentration on e-GP and at the same time DGFP has to work closely with CPTU and other Government organisations. Then DGFP will be a winning part of GOB to implement Sustainable Development Goals 2030, Vision 2021 and 7th Five Year Plan.

6.2 Recommendations for improvement of e-GP system in DGFP:

Organisation's culture is the main resistance to implement any new system/order. Every opportunity needs substantial changes in present situation. A holistic approach need to implement a new strategies .As DGFP is a leader organization in Family Planning and MCH services in Bangladesh, they are committed to change its procurement system from traditional to e-GP and obviously DGFP has to overcome the challenges to implement-GP fully. The respondents of the current study gave their valuable suggestions for way out the problems that encounters e-GP implementation in DGFP. They are shown below:

- To ensure high speed internet connectivity
- Top management active orientation & motivation to implement e-GP
- To arrange Training & workshop, refresher training for procurement personnel as well as for Top Management regularly in country & abroad for capacity building
- To appointment consultant/expert for a short period to prompt trouble shoot & other hands on support in e-GP
- To enhance the supplier database
- To ensure all logistics support like computer, printer, scanner etc.
- Top management should monitor e-GP system on regular basis.
- PE should spend more time in e-GP system.
- All stakeholders of e-GP system need to be more engaged for performances measurement, to measure change milestones as well as policy alignment.

6.3 Recommendations for Future Research

After successful piloting of Electronic Government Procurement (e-GP) from 2011 to 2017, now the GOB is going to institutionalise the e-GP systems through 32 selected organization who are the main user of government development budget. Though e-GP system passed about 6 years , but still now it is a relatively new area of study. Present research examined the challenges to implement e-GP in Public Procurement of DGFP and to assess readiness of the organisation. There is lot of scope of research in this area.

- ✓ To find out actual cost savings in tendering process compared with traditional procurement.
- ✓ To measure e-GP performances
- ✓ To measure the organization and tenderer performances in e-GP system.
- ✓ To assess e-GP for audit trial.
- ✓ Ethical issues in e-GP.
- ✓ To asses e-GP as innovative procurement system.

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Appendix-A: Questionnaire

(Questionnaire for officials of DGFP)

Research Topic: Challenges of e-GP Implementation in Public Procurement: A Case Study on Directorate General of Family Planning (DGFP)

Questionnaire No. _____ Date: ____/____/____

Name of the Respondent: _____ Gender: ☐ Male ☐ Female

Office Name: _____ Designation: _____ Educational Qualification: _____

Phone/Mobile No: _____ Email: _____

Section-A: General Information regarding Procurement & e-GP:

01. Are you a registered user of e-GP in Bangladesh? ☐ Yes ☐ No

02. Which one is your main role or function regarding e-GP? (Select multiple if applicable)

☐ HOPE ☐ Approving authority ☐ Authorized Officer ☐ Procuring entity
☐ TOC/POC member ☐ TEC/PEC member

03. What do you procure mainly?

☐ Goods ☐ Works ☐ Service

04. How long are you working in public procurement? (Mention years) _____ Years

05. Do you have training on procurement? (if yes, then please specify the number of days)

☐ Yes 3/5/21 Days ☐ No

5a. How many training do you have received on Public Procurement?

(Please mention in number) _____

06. Do you have training on e-Government procurement (e-GP) ?

(if yes then please specify the number of days) ☐ Yes 3/5 Days ☐

6a. How many training do you have received on e-GP ? (Please mention in number) _____

Section-B: Information on Public Procurement & e-GP:

07. How long are you using e-GP? (Mention months) _____ Months

08. Total number of tender that you have handled since last 3(Three) years ? -----

09. Approximately how many tenders have you invited/prepared current year through-

a) Manual system? _____ b) e-GP system? _____

10. On an average how many Suppliers participated in each tender? _____
11. What kind of Standard Tender Documents (STD) you use for procurement?
- ☐ CPTU ☐ IDA ☐ Others
12. Can you use EXCEL file provided by CPTU to write tender notice? ☐ Yes ☐ No
13. If yes, do you VALIDATE the excel file after writing tender notice ?
- ☐ Yes ☐ No ☐ Not applicable
14. Do you visit CPTU website to CHECK your tender notice?
- ☐ Yes ☐ Not always ☐ No
15. Do you PRINT your tender notice from CPTU website?
- ☐ Yes ☐ Not always ☐ No ☐ Not applicable
16. Do you know the name of CPTU's website for using e-GP ? If yes ,please mention the website address for GP? ☐ Yes ☐ No
17. Do you know how to sell tender document in e-GP system?
- ☐ Yes ☐ No ☐ Not sure
18. Do you know how to receive tender security/performance security in e-GP system?
- ☐ Yes ☐ No ☐ Not sure
19. Do you know how to issue Notification of Awards (NOA) through e-GP system?
- ☐ Yes ☐ No
20. Are the reports generated by e-GP system adequate for DGFP? (if No, please recommend reports those need to be incorporated) ☐ Yes ☐ No
21. How much time saved in e-GP system compared with traditional (manual) procurement system (from tender advertisement publication to Contract Award)[if no time save, then write zero(0)]
- a) IFT Publication to Tender Opening _____ day(s)
- b) Tender Security verification to evaluation process _____ days
- c) Tender evaluation to NOA _____ days
- d) NOA to Contract Signing _____ days
22. Your knowledge level about Electronic Government Procurement (e-GP)
- ☐ I have clear understanding ☐ I have idea, but need training to know more
- ☐ I know about, but don't know details ☐ I have no idea

Section-C: Logistics support for e-GP:

23. Do you have computer/Laptop at office for your own use? ☐ Yes ☐ No

24. Do you do your official works in computer by yourself?

☐ Yes ☐ No ☐ Not usually

25. Do you have adequate internet access? ☐ Yes ☐ No

26. Do you have printer? ☐ Yes ☐ No

27. Do you have scanner? ☐ Yes ☐ No

Section-D: e-GP Implementation Challenges & recommendation for way out:

28. Do you think the Top management support regarding e-GP system is adequate? (If No, please recommend some steps). ☐ Yes ☐ No

29. In your opinion, what are the challenges to implement e-GP?

- | | |
|---|---|
| ☐ Inadequate internet connectivity | ☐ Lack of Network & computer infrastructure |
| ☐ Lack of skilled manpower | ☐ Lack of computer competency of officials |
| ☐ e-GP software problem /incompatibility | ☐ Difficulties in Post qualification |
| ☐ Difficult to keep confidentiality | ☐ Logistic support (printer/scanner/photocopier) |
| ☐ Lack of knowledge of bidder | ☐ Lack of willingness to use e-GP System |
| ☐ Information overloaded | ☐ Any Other (Please mention) |

30. Do you have any suggestions for the improvement of e-GP system at DGFP? (Please mention)

Declaration: This Questionnaire has been prepared for the purpose of dissertation project as partial requirement of Master in Procurement and Supply Management program run by the BRAC Institute of Governance & Development (BIGD) of BRAC University, and will be used only for academic purpose.

Thanks for cooperation.

Md. Rafiqul Islam, Student ID: 17382023 ,BIGD, BRAC University and Family Planning Officer, Logistics & Supply Unit ,DGFP, Dhaka .

Draft Questionnaires

Appendix-A: Questionnaire (Questionnaire for officials of DGFP)

Questionnaire No. _____ Date: ____/____/____

Name of the Respondent: _____ Gender: ☐ Male ☐ Female

Office Name: _____ Designation: _____

Phone/Mobile No: _____ Email: _____

General Information regarding Procurement & e-GP:

01. Are you a registered user of e-GP in Bangladesh? ☐ Yes ☐ No

02. Which one is your main role or function regarding e-GP? (Select multiple if applicable)

☐ HOPE ☐ Approving authority ☐ Authorized Officer ☐ Procuring entity
☐ TOC/POC member ☐ TEC/PEC member

03. What do you procure mainly?

☐ Goods ☐ Works ☐ Service

04. How long are you working in public procurement? (Mention years) _____ Years

05. Do you have training on procurement? (if yes, then please specify the number of days)

☐ Yes 3/5/21 Days ☐ No

06. Do you have training on e-Government procurement (e-GP) ?

(if yes then please specify the number of days) ☐ Yes 3/5 Days ☐

Information on Public Procurement & e-GP:

07. How long are you using e-GP? (Mention months) _____ Months

08. Total number of tender that you have handled since last 3(Three) years ? -----

09. Approximately how many tenders have you invited/prepared current year through-

a) Manual system? _____ b) e-GP system? _____

10. On an average how many Suppliers participated in each tender? _____

11. What kind of Standard Tender Documents (STD) you use for procurement?

☐ CPTU ☐ IDA ☐

12. Can you use EXCEL file provided by CPTU to write tender notice?

☐ Yes ☐ No

13. If yes, do you VALIDATE the excel file after writing tender notice ?

☐ Yes ☐ No ☐ Not applicable

14. Do you visit CPTU website to CHECK your tender notice?

☐ Yes ☐ Not always ☐ No

15. Do you PRINT your tender notice from CPTU website?

☐ Yes ☐ Not always ☐ No ☐ Not applicable

16. Do you know the name of CPTU's website for using e-GP ? If yes ,please mention the website address for e-GP? ☐ Yes ☐ No

17. Do you know how to sell tender document in e-GP system?

☐ Yes ☐ No ☐ Not sure

18. Do you know how to receive tender security/performance security in e-GP system?

☐ Yes ☐ No ☐ Not sure

19. Do you know how to issue Notification of Awards (NOA) through e-GP system?

☐ Yes ☐ No

19. Are the reports generated by e-GP system adequate for DGFP? (if No, please recommend reports those need to be incorporated) ☐ Yes ☐ No

20. How much time saved in e-GP system compared with traditional (manual) procurement system (from tender advertisement publication to Contract Award)[if no time save, then write zero(0)]

a) IFT Publication to Tender Opening _____ day(s)

b) Tender Security verification to evaluation process _____ days

c) Tender evaluation to NOA _____ days

d) NOA to Contract Award _____ days

21. Your knowledge level about Electronic Government Procurement (e-GP)

- ☐ I have clear understanding ☐ I have idea, but need training to know more
☐ I know about, but don't know details ☐ I have no idea

Logistics support for e-GP:

22. Do you have computer/Laptop at office for your own use? ☐ Yes ☐ No

23. Do you do your official works in computer by yourself?

- ☐ Yes ☐ No ☐ Not usually

24. Do you have adequate internet access? ☐ Yes ☐ No

25. Do you have printer? ☐ Yes ☐ No

26. Do you have scanner? ☐ Yes ☐ No

Challenges & recommendation for implementing e-GP:

27. Do you think the Top management support regarding e-GP system is adequate? (If No, please recommend some steps). ☐ Yes ☐ No

28. In your opinion, what are the challenges to implement e-GP?

- ☐ Inadequate internet connectivity ☐ Lack of Network & computer infrastructure
☐ Lack of skilled manpower ☐ Lack of computer competency of officials
☐ e-GP software problem /incompatible ☐ Difficulties in Post qualification
☐ Difficult to keep confidentiality ☐ Logistic support (printer/scanner/photocopier)
☐ Lack of knowledge of bidder ☐ Lack of willingness to use e-GP System
☐ Information overloaded ☐ Any other (Please mention)

29. Do You have any suggestions for the improvement of e-GP system at DGFP? (Please mention) _____

Declaration: This Questionnaire has been prepared for the purpose of dissertation project as partial requirement of Master in Procurement and Supply Management program run by the BRAC Institute of Governance & Development (BIGD) of BRAC University, and will be used only for academic purpose.

Thanks for cooperation.

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