

THESIS

on

Evaluation of Lead Time in Procurement Process:
“A Case Study of Ministry of Health & Family Welfare,
Bangladesh.”

**For partial fulfillment of
Master’s in Purchasing and Supply Management
BRAC University, Dhaka.**

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Abbreviations

AA: Approving Authority
AG: Accountant General
BOQ: Bill of Quantity
BSTI: Bangladesh Standard and Testing Institute
CCGP: Cabinet Committee on Government Purchase
CIP: Cost Insurance & Freight
CIP: Cost Insurance Paid to (named place of destination)
CMSD: Central Medical Storage Depot
CPTU: Central Procurement Technical Unit
DGFP: Directorate General of Family Planning
DGHS: Directorate General of Health Services
HOPE: Head of Procuring Entity
ICB: International Competitive Bidding
IEC: International Electro-technical Commission
ISO: International Organization for Standardization
ITC: International Trade Centre
L/C: Letter of Credit
LD: Line Director
MoHFW: Ministry of Health & Family Welfare
MSH: Management Sciences for Health
MSR: Medical & Surgical Requisite
NCB: National Competitive Bidding
NTC: National Technical Committee
PEC: Proposal Evaluation Committee
PPA 2006: Public Procurement Act 2006
PPR 2008: Public Procurement Rules 2008.
SIAPS: Systems for Improved Access to the Pharmaceuticals and Services
TEC: Tender Evaluation Committee
TEC: Tender Evaluation Committee
USAID: United States Aid for International Development
VAT: Value Added Tax
WTO: World Trade Organization

Chapter –1 Introduction

1 Background of the Study: vision of Ministry of Health & Family Welfare is to create conditions whereby the people of Bangladesh have the opportunity to reach and maintain the highest attainable level of people health. It is a vision that recognizes health as a fundamental human right and therefore the need to promote health and reduce suffering in the spirit of social justice.

Ministry of Health and Family Welfare (MOHFW) is responsible for planning the population size and taking care of the health of the said population. MOHFW is discharging this responsibility through Directorate General of Family Planning (DGFP), Directorate General of Health Services (DGHS) and some other subsidiary organizations. To provide these huge services to the 160 million size of population it requires procuring medicine, medical equipment, contraceptives, general goods, services works.

Any procurement requires maintaining some basic principles like: Ethics, competition, efficiency, equal opportunities, Fairness, timeliness etc. Procurement lead time is synonymous with timeliness. Timeliness is also part of five rights that is right goods, right quantity, right place, right price and right time of supply chain management. So, lead time is a very vital factor for supply chain management as well as procurement. Effective supply chain management and procurement management is key factor for successful achievement of the goal of planned population and a healthy nation. In this regards the objectives of MOHFW are as follows:

- a. Policy regarding Health and Family Planning.
- b. International aspects of medical facilities and public health, international sanitary regulations, port health and medical facilities abroad.
- c. Education, Training and Research on Medical nursing, dental, pharmaceutical, Para-medical and allied subjects.
- d. Standardization and manufacture of biological and pharmaceutical products.
- e. Standards for import and export of drugs.
- f. Control and management of abandoned pharmaceutical concern.
- g. Medical and health services including primitives, preventive, curative and rehabilitate aspects.
- h. National/ International Associations/ bodies in medical and allied fields such as Red Crescent, TB Association, Diabetic Association, BMRC, SMF, BNC, BCPS, BDMC, Pharmacy Council, Nutrition Council, Dhaka Shishu Hospital, National Medical Institute Hospital, BNSB and such other bodies receiving Government grants in aids.
- i. Matters relating to:
 - Public Health.
 - Registration of births and deaths.
 - Adulteration of foodstuffs and other goods relating to health.
 - Control of epidemics and prevention of infectious and contagious diseases and contagious diseases and quarantine isolation.
 - Health insurance.
 - Standardization and quality control of foot, water and other health related commodities.
 - Prevention of smoke nuisances.
 - Nutrition research, educational and nutritional deficiency diseases.
- j. Hospitals and allied aspects:
 - Hospitals and dispensaries.

- Lunacy and mental deficiency including places for reception or treatment of lunacies and mental deficient.
 - Regulations for medical professions and standard.
 - Administration of medical institutions and coordination and determination of standards in institutions for higher medical education or research.
- k. Control of drugs.
- l. Control of milk food.
- m. Port quarantine (sea and air) seamen and marine hospitals and hospitals with post-quarantine facilities.
- n. Port and airport health organizations.
- o. Medical examination of seamen.
- p. National Malaria Eradication Program.
- q. Malaria Control.
- r. Sanitation of hospitals dispensaries.
- s. Scientific societies and associations pertaining to subjects dealt with in this Ministry.
- t. Homeopathy and indigenous systems of medicine.
- u. Objectionable advertisements relating to drugs and medicines, milk food and tobacco.
- v. Resettlement of demobilized medical and auxiliary medical personnel.
- w. Expanded programme on Immunization.
- x. Concession of medical attendance and treatment for Government servants other than:
- those in railway service,
 - those paid from defense services estimates and
 - officers governed by Medical Attendance Rules.
- y. Medical examination and medical boards for civil services and those paid from Defense estimates excepting civilian services.
- z. Sports and health resorts.
- aa. Countersigning of medical bills of the persons holding non-profitable offices.
- bb. Reimbursement of customs duty on gifts on non-consumable medical stores received from abroad.
- cc. Preparation of schemes relating to family planning and their submission to the prime Minister or the Cabinet through Planning Commission.
- dd. Co-ordination and evaluation of all executive functions relating to projects and programmers.
- ee. Motivation:
- Preparation and development of publicity media to motivate people in family planning;
 - Organization of publicity work at motional and social levels and
 - Educational campaign in those matters.
- ff. Supply of aids:
- Procurement, preservation and distribution of birth control materials;
 - Enlightening the people on the use of birth control materials and
 - Organizations for providing assistance in the matters of population control and family planning through hospitals, health centers, maternity and child welfare centers.
- gg. Preparation and co-ordinations of activities relating to family planning through other Ministries/Divisions and offices.
- hh. Training in clinical and non-clinical matters on birth control and family planning.
- ii. Arrangement for research in family planning and utilization of its results.
- jj. Survey, monitoring evaluation and compilation statistics of field activities in matters relating to family planning.
- kk. Activities relating to maternity and child health centers.
- ll. Administration of B.C.S. (Health).

- mm. Administration of B.C.S. (Family Planning).
- nn. Post Mortem examination of dead bodies.
- oo. All matters relating to administration of morgues.
- pp. Secretariat administration including financial matters.
- qq. Administration and control of subordinate offices and organizations under this Ministry.
- rr. Liaison with International Organizations and matters relating to treaties and agreements with other countries and world bodies relating to subjects allotted to this Ministry.
- ss. All laws on subjects allotted to this Ministry.
- tt. Inquiries and statistics on any of the subjects allotted to this Ministry.
- uu. Fees in respect of any of the subjects allotted to this Ministry except fees taken in courts.

To achieve these objectives there is a provision of budget for every financial year. Current financial year's budget is BDT 11176,24,00,000/-. Normally, 70% to 80% of budget is used for payment of procuring goods, works and services. These goods, works and services are essential for implementation of the huge program for better health services to the people, mother and children. Availability of these things in right time to the right place is possible only if the procurement lead time is properly maintained.

II. Objective of the Study:

MOHFW has eight directorates to materialize the objective which includes the Directorate General of Health Services (DGHS) and Directorate General of Family Planning (DGFP). DGHS has been providing health services all over the country through the service outlets such as specialized hospitals, medical college hospitals, district hospitals, upzilla hospitals, union sub-center, community clinic, maternity clinics etc. and DGFP has been providing services through country wide outlets such as maternity hospitals, union clinics, satellite clinics etc throughout the country.

To implement this big program successfully government is to procure medicine, contraceptive, health equipment, MSR, office equipment, construction works, different types of services. Statistics shows that almost 80% of the amount is spent through procurement process. Government is providing a huge fund to run such a big health and family welfare infrastructure which one portion is taxes of the hard income of the poor people and one portion is the loan provided by the different donors on the account of each and every citizen of the republic. So, efficient procurement process is a pre-condition for proper implantation of the projects as well as proper utilization of the people's money.

MOHFW procures goods, works and services worth approximately 80% of the total budget. This huge amount of money of the people's exchequer is spent for the better healthy life of them through achieving optimum value for money. Unfortunately sometimes it does not happen for many reasons one of which is failure in the lead time of any step of procurement process.

This study is to identify the causes of failure/delay in the procurement process and suggest possible remedy.

To identify the causes of delay in the process it requires to define what is lead time and what are the lead times within the procurement leadtime.

III. Rational of the Study:

Adherence to the procurement lead time is very much significant considering the human health and national economy. A nation with good health needs required medication in just time. Missing of availability of medication is threat of a healthy nation. On the other hand unavailability of a contraceptive to the user may cause the birth of unwanted pregnancy. Both these can be the cause of the bad effect in the national economy of human life. Both the things can be addressed by timely supply of medicine, medical equipment and contraceptive etc. which can be ensured by reducing the delay in procurement lead time.

IV. Scope and Limitation of the study:

Scope:

To identify the causes of delay in the process it requires to define what is lead time and what are the lead times within the procurement lead time.

Definition of Lead time:

The amount of time that elapses between when a process starts and when it is completed. Lead time is examined closely in manufacturing, supply chain management and project management, as organization want to reduce the amount of time it takes to deliver products to the end user.

Procurement is a part of supply chain management which has a lead time. Procurement lead time starts from the assessment of need of the organization or the project and it end at the delivery of the item to the final destination and sometimes up to disposal. Within this procurement lead time there are several components of procurement lead time which affect the procurement lead time. These components are but not limited to:

Components of Procurement lead time for procurement of Goods:

- a) Forecasting
- b) Inventory management
- c) Need assessment
- d) Procurement planning
- e) Preparation of specification
- f) Invitation of tender/bid
- g) Evaluation of tender/bid
- h) Approval
- i) Contract signing
- j) Letter of Credit opening/fund disbursement
- k) Contract management
- l) Delivery
- m) Inspection
- n) Acceptance/rejection

Componentsof Procurement lead time for procurement of Works:

- a) Forecasting

- b) Need assessment
- c) Procurement planning
- d) Preparation of specification
- e) Invitation of tender/bid
- f) Evaluation of tender/bid
- g) Approval
- h) Contract signing
- i) Letter of Credit opening/fund disbursement
- j) Contract management
- k) Delivery
- l) Inspection
- m) Acceptance/rejection

1.2.5. Components of Procurement lead time for procurement of Services:

- a) Forecasting
- b) Need assessment
- c) Procurement planning
- d) Preparation of Terms of Reference
- e) Request for Expression of Interest.
- f) Short listing
- g) LOI for Request Proposal
- h) Technical Evaluation of proposal
- i) Financial Evaluation of proposal
- j) Combined Evaluation of proposal
- k) Contract Negotiation
- l) Contract signing

The components of the procurement lead time of procurement of goods, works and services have been discussed below:

Discussion on Component of lead time of procurement of goods & works:

Forecasting:

A planning tool that helps management in its attempt to cope with the uncertainty of the future, relying mainly on data from the past and present and analysis of trends. Forecasting starts with certain assumptions based on the management's experience, knowledge, and judgment. These estimates are projected into the coming months or years using one or more techniques such as Box-Jenkins models, Delphi method, exponential smoothing, moving averages, regression analysis, and trend projection.

Since any error in the assumptions will result in a similar or magnified error in forecasting, the technique of sensitivity analysis is used which assigns a range of values to the uncertain factors (variables)

Inventory management:

This component is not applicable for works procurement. Inventory management is a science primarily about specifying the shape and percentage of stocked goods. It is required at different locations within a facility or within many locations of a supply network to precede the regular and planned course of production and stock of materials. Successful inventory management involves creating a purchasing plan that will ensure that items are available when they are needed (but that neither too much nor too little is

purchased) and keeping track of existing inventory and its use. Two common inventory-management strategies are the just-in-time method, where companies plan to receive items as they are needed rather than maintaining high inventory levels, and materials requirement planning, which schedules material deliveries based on sales forecasts.

Need assessment

“Need” refers to the gap or discrepancy between a present state (what is) and a desired state (what should be). The need is neither the present nor the future state; it is the gap between them.

Conducting a needs assessment is a systematic process of investigating a population or community to assess the state of current resources such as knowledge, abilities, interests, and approaches pertinent to the focus of the needs assessment such as a concern, aspiration, or intention.

A needs assessment is a focused examination of the way things currently are and the way things can or should be in order to fill a gap in services.

Procurement planning

Procurement planning is the process of deciding what to buy, when and from what source. During the procurement planning process the procurement method is assigned and the expectations for fulfillment of procurement requirements determined.

Procurement planning is the process used by companies or institutions to plan purchasing activity for a specific period of time. This is commonly completed during the budgeting process. Each year, departments are required to request budget for staff, expenses, and purchases. This is the first step in the procurement planning process.

The budgets for all the departments are then reviewed, and in an organization that is committed to procurement planning, the accountants spend the time to find common purchasing requirements. Based on the budgets submitted, they may direct departments to work with central purchasing to combine their planned spending for specific commodities. This process works best in an organization that is committed to reducing costs. Issues surrounding delivery dates, contract compliance, and customer service issues must be resolved internally before going out to contract.

The primary concept of procurement is that advanced planning, scheduling, and group buying will result in cost savings, more efficient business operation, and therefore increased profitability. There are four steps that form the basis of procurement planning: group buying, just in time delivery, negotiated bulk pricing, and reduced administrative overhead.

The Procurement Plan is the product of the procurement planning process. It can be developed for a particular requirement, a specific project, or for a number of requirements for one or many entities in the public or private sectors. Procurement Planning is important because:

- It helps to decide what to buy, when and from what sources.
- It allows planners to determine if expectations are realistic; particularly the expectations of the requesting entities, which usually expect their requirements met on short notice and over a shorter period than the application of the corresponding procurement method allows.
- It is an opportunity for all stakeholders involved in the processes to meet in order to discuss particular procurement requirements. These stakeholders could be the requesting entity, end

users, procurement department, technical experts, and even vendors to give relevant inputs on specific requirements.

- It permits the creation of a procurement strategy for procuring each requirement that will be included in the procurement plan. Such strategy includes a market survey and determining the applicable procurement method given the requirement and the circumstances.
- Planners can estimate the time required to complete the procurement process and award contract for each requirement. This is valuable information as it serves to confirm if the requirement can be fulfilled within the period expected, or required, by the requesting entity.
- The need for technical expertise to develop technical specifications and/or scope of work for certain requirements can be assessed, especially where in-house technical capacity is not available or is non-existent.
- Planners can assess feasibility of combining or dividing procurement requirements into different contract packages.
- From it the procurement schedule is developed, which establishes the timeliness for carrying out each step in the procurement process up to contract award and the fulfillment of the requirement.
- From the number of requirements on the procurement plan, the procuring entity can determine beforehand any need for additional staffing, including external assistance for the purpose of completing all procurement requirements listed on the procurement plan.
- It allows for the monitoring of the procuring process to determine how actual performance compares with planned activities, and thus to alert the pertinent departments and adjust the procurement plan accordingly.
- It enhances the transparency and predictability of the procurement process.

Milestones and information available in the Procurement Plan for Goods & Works Procurement

1. PackageNo
2. Description of Procurement Package
3. Unit Quantity
4. Procurement Method & Type
5. Contract Approving Authority
6. Source of Funds
7. Estimated Cost
8. Time Code for Process
9. Advertise
10. Prequal (if applicable)
11. Invite/Advertise Tender
12. Tender Opening
13. Tender Evaluation
14. Approval to Award
15. Notification of Award
16. Signing of Contract
17. Total time to Contract
18. Signature

Milestones and information available in the Procurement Plan for Service Procurement

1. Description of ProcurementPackage
2. Unit

3. Quantity
4. Procurement Method & Type
5. Contract Approving Authority
6. Source of Funds
7. Estimated Cost
8. Time Code for Process
9. Advertise Notice
10. Issue RFP Technical Proposal
11. Opening Technical proposal
12. Proposal Evaluation
13. Financial proposal Opening & Evaluation
14. Negotiation Approval Signing of Contract
15. Total time to Contract Signature
16. Time for Completion of Contract

Preparation of specification

What is specification: Exact statement of the particular needs to be satisfied or essential Characteristics that a customer requires (in a good, material, method, process, service, system, or work) and which a vendor must deliver.

Specifications are written usually in a manner that enables both parties (and/or an independent certifier) to measure the degree of conformance. They are, however, not the same as control limits (which allow fluctuations within a range), and conformance to them does not necessarily mean quality (which is a predictable degree of dependability and uniformity).

Specifications are divided generally into two main categories: Performance specifications & Technical specifications

Performance specifications: conform to known customer requirements such as keeping a room temperature within a specified range.

Technical specifications: express the level of performance of the individual units, and are subdivided into:

- (a) individual unit specifications which state boundaries (parameters) of the unit's performance consisting of a nominal (desired or mandated) value and tolerance (allowable departure from the nominal value),
- (b) acceptable quality level which states limits that are to be satisfied by most of the units, but a certain percentage of the units is allowed to exceed those limits, and
- (c) distribution specifications which define an acceptable statistical distribution (in terms of mean deviation and standard Deviation) for each unit, and are used by a producer to monitor its production processes.

1.2.6.h. The other way, as per WTO/ITC, specification can be classified as follows:

1. Brand name
2. Supplier/industry codes
3. Sample
4. Technical specification
5. Composition specification
6. Performance specification

Provision regarding specification in the Public Procurement Rules 2008, Bangladesh is as follows:

Rule: 29. Procedure for Preparation of Technical Specifications of Goods, Etc. (1) A

Procuring Entity shall at the time of describing requirements in respect of a particular object of Procurement provide, inter alia, the following information, namely -

- (a) name or description of the Goods, Works or Services to be procured;
- (b) quality of Goods, Works or Services;
- (c) required performance Standards and life span;
- (d) safety Standards and limits ;
- (e) symbols, terminology to be used in packaging, marking and labelling of the Goods to be procured;
- (f) processes and methods to be used in the production of the Goods to be procured, where applicable; and
- (g) test procedure, if any, for conformity assessment of Goods .

(2) Technical Specifications prepared by Procuring Entities shall, where appropriate, be-

- (a) expressed in terms of performance or output requirements, rather than specifications linked directly to design or descriptive characteristics which may tend to limit competition;
- (b) described in clear terms on the basis of international standards ,if any, or national or authorized national standards or code or generic name .

(3) There shall be no reference, in technical specification of Goods, to a particular trade mark or trade name, patent, design or type, named country of origin, producer or service Supplier

(4) Notwithstanding anything contained in Sub-Rule (3), if a Procuring Entity does not possess adequate technical expertise for preparing generalized technical specifications to make the specifications fully understandable to Tenderers it can make a reference to a particular branded product, but in such case shall add the words “**or similar or equivalent**” to the specification.

(5) Procuring Entities shall, where possible, prepare the specifications in close cooperation with the concerned user or beneficiary of the Goods or Works or Services, and follow, among others, the standard approved or published by –

- (a) the International Organization for Standardization (ISO);
- (b) the International Electro-technical Commission (IEC); and
- (c) Standards determined by Bangladesh Standard and Testing Institute (BSTI) or any other national or international institute.

(6) Procuring Entities, in consultation with manufacturers, may standardize specifications for commonly used Goods, such as paper, office equipment and other consumables which are repetitively purchased, and publish them on their website.

World Bank, which has more than 200 years of history in procurement, mentioned the following in their procurement guideline:

Bidding documents shall be so worded as to permit and encourage international competition and shall set forth clearly and precisely the work to be carried out, the location of the work, the goods to be supplied,

the place of delivery or installation, the schedule for delivery or completion, minimum performance requirements, and the warranty and maintenance requirements, as well as any other pertinent terms and conditions. In addition, the bidding documents, where appropriate, shall define the tests, standards, and methods that will be employed to judge the conformity of equipment as delivered, or works as performed, with the specifications. Drawings shall be consistent with the text of the specifications, and an order of precedence between the two shall be specified.

The bidding documents shall specify any factors, in addition to price, which will be taken into account in evaluating bids, and how such factors will be quantified or otherwise evaluated. If bids based on alternative designs, materials, completion schedules, payment terms, etc., are permitted, conditions for their acceptability and the method of their evaluation shall be expressly stated.

All prospective bidders shall be provided the same information, and shall be assured of equal opportunities to obtain additional information on a timely basis. Borrowers shall provide reasonable access to project sites for visits by prospective bidders. For works or complex supply contracts, particularly for those requiring refurbishing existing works or equipment, a pre-bid conference may be arranged whereby potential bidders may meet with the Borrower representatives to seek clarifications (in person or online). Minutes of the conference shall be provided to all prospective bidders with a copy to the Bank (in hard copy or sent electronically). Any additional information, clarification, correction of errors, or modifications of bidding documents shall be sent to each recipient of the original bidding documents in sufficient time before the deadline for receipt of bids to enable bidders to take appropriate actions. If necessary, the deadline shall be extended. The Bank shall receive a copy (in hard copy format or sent electronically) and be consulted for issuing a “no objection” when the contract is subject to prior review.

Standards

Standards and technical specifications quoted in bidding documents shall promote the broadest possible competition, while assuring the critical performance or other requirements for the goods and/or works under procurement. As far as possible, the Borrower shall specify internationally accepted standards such as those issued by the International Standards Organization with which the equipment or materials or workmanship shall comply. Where such international standards are unavailable or are inappropriate, national standards may be specified. In all cases, the bidding documents shall state that equipment, material, or workmanship meeting other standards, which promise at least substantial equivalence, will also be accepted.

Use of Brand Names

Specifications shall be based on relevant characteristics and/or performance requirements. References to brand names, catalog numbers, or similar classifications shall be avoided. If it is necessary to quote a brand name or catalog number of a particular manufacturer to clarify an otherwise incomplete specification, the words “or equivalent” shall be added after such reference. The specification shall permit the acceptance of offers for goods which have similar characteristics and which provide performance at least substantially equivalent to those specified.

Performance-Based Procurement

Performance Based Procurement, also called Output-Based Procurement, refers to competitive procurement processes (ICB or NCB) resulting in a contractual relationship where payments are made for measured outputs instead of the traditional way where inputs are measured. The technical specifications define the desired result and which outputs will be measured including how they will be measured. Those outputs aim at satisfying a functional need both in terms of quality, quantity and reliability. Payment is made in accordance with the quantity of outputs delivered, subject to their delivery at the level of quality required. Reductions from payments (or retentions) may be made for lower-quality level of outputs and, in certain cases, premiums may be paid for higher quality level of outputs. The bidding documents do not normally prescribe the inputs, nor a work method for the contractor. The contractor is free to propose the most appropriate solution, based on mature and well proven experience and shall demonstrate that the level of quality specified in the bidding documents will be achieved.

Performance Based Procurement (or Output Based Procurement) can involve: (a) the provision of services to be paid on the basis of outputs; (b) design, supply, construction (or rehabilitation) and commissioning of a facility to be operated by the borrower; or (c) design, supply, construction (or rehabilitation) of a facility and provision of services for its operation and maintenance for a defined period of years after its commissioning. For the cases where design, supply and/or construction are required, prequalification is normally required and the use of Two-Stage Bidding as indicated in paragraph 2.6 shall apply.

Invitation of tender/bid

A **call for bids**, **call for tenders**, or **invitation to tender** (ITT) (often called **tender** for short) is a special procedure for generating competing offers from different bidders looking to obtain an award of business activity in works, supply, or service contracts. They are usually preceded by a pre-qualification questionnaire (PQQ).

Evaluation of tender/bid

Public Procurement Rule 2008, Bangladesh has the following provision regarding evaluation of tender/bid.

Evaluation of Tenders, Etc.

(1) The Procuring Entity shall ensure that it follows the requirements of Rules 8 and 9 and this Rule with regard to the formation of the Tender Evaluation Committee (TEC), the appointment of its Chair and members, and of Rule 36 with regard to the administrative procedures to be followed during the evaluation and approval process and matters ancillary thereto.

(2) Tenders shall not be evaluated on any basis other than the criteria specified in the Tender Documents.

(3) The TEC shall generally follow the procedures detailed below during examination and evaluation of Tenders -

(a) the Tender Evaluation Report shall list, in ascending order, the evaluated cost of all responsive Tenders so that re-submission of evaluation report to the Approving Authority on the same aspects is not required, should the lowest evaluated Tenderer expresses his or her inability to execute the Contract or fails to sign the Contract or fails to provide its performance security or fails to post-qualify; ;

(b) all members of the TEC, who participate in the evaluation, shall sign the Evaluation Report, with their names and designations clearly stated therein;

(c) in case of any disagreement by any member of the TEC on the recommendations of the Evaluation Report, that member may provide a note of dissent, always provided that, the concerned member shall describe his or her reasons in detail for differing from the overall recommendation of the TEC;

(d) the TEC Chairperson shall submit the Evaluation Report along with recommendations for award and the note of dissent, if any, to the Approving Authority and, the Approving Authority shall make its decision based on the information and recommendation provided in the Evaluation Report; and

(e) in the case of note of dissent provided by a member, the Approving Authority with his or her own initiative may obtain expert opinion concerning any disputed matter in the Tender Evaluation Report.

(4) A TEC shall evaluate and compare Tenders that are responsive to the requirements of Tender Documents in order to identify the successful Tenderer.

(5) A TEC may consider a Tender as responsive in the evaluation, only if it is submitted in compliance with the mandatory requirements set out in the Tender Document, without material deviation or reservation.

(6) A material deviation or reservation is one-

(a) which affects in any substantial way the scope, quality, or performance of the Works;

(b) which limits in any substantial way, inconsistent with the Tender Documents, the Procuring Entity's rights or the Tenderer's obligations under the Contract; or

(c) whose rectification would affect unfairly the competitive position of other Tenderers presenting responsive Tenders.

(7) A TEC may regard a Tender as responsive, even if it contains-

(a) minor or insignificant deviations, which do not meaningfully alter or depart from the technical specifications, characteristics and commercial terms and conditions or other requirements set out in the Tender Document and any such deviations shall be quantified in monetary terms, as far as possible;

(b) errors or oversights, which if corrected, would not alter the key aspects of the Tender.

(8) The Chairperson of a TEC may ask Tenderers for clarifications of their Tenders, including breakdowns of unit rates, in order to assist the examination and evaluation of the Tenders, provided that, Tender clarifications which may lead to a change in the substance of the Tender or in any of the key elements of the Tender, such as price and delivery schedule shall neither be sought nor accepted by the TEC.

(9) Requests for clarification shall be in writing and shall be signed by the Chairperson of the TEC.

(10) All clarification requests shall remind Tenderers of the need for confidentiality and that any breach of confidentiality on the part of the Tenderer may result in their Tender being disqualified.

(11) A TEC shall correct any arithmetic errors that are discovered during the examination of Tenders, and shall promptly notify the concerned Tenderer(s) of any such correction(s).

(12) The item quantified in the BOQ for which no rates or prices have been quoted shall be deemed covered by the amounts of other rates and prices in the Contract and it shall not be a reason to change the Tender price.

(13) If the TEC determines that the Tender pricing is not balanced, the TEC shall require the Tenderer to submit a detailed price breakdown, and in the case of front loading of the unit rates the TEC may recommend to increase performance security.

(14) There shall be no requirement for a minimum number of responsive Tenders i.e. an evaluation shall proceed and an award shall be made even if only a single Tender is received and found responsive, provided the Tender has been widely advertised as per requirement of Rule 90, the Tender price is reasonable compared with the market price or is within the official estimate, and the Tender meets the technical specifications and commercial terms and conditions set-out in the Tender Document.

(15) A TEC shall not continue to evaluate a Tender when:

- (a) the Tenderer has failed to demonstrate its qualifications as required under Rule 49;
- (b) the Tenderer does not accept a correction of an arithmetical error made in accordance with Sub-Rule (11); or
- (c) the Tender is not responsive, i.e. the requirements of the qualifications, technical specifications or financial and commercial terms and conditions set-out in the Tender Document.

(16) There shall be no consideration during the Tender evaluation of any information contained in a Tender submission that was not requested in the Tender Document.

(17) For calculating the lowest evaluated price, the TEC shall –

- (a) consider all evaluation criteria mentioned in the Tender Document;
- (b) ensure that the Tender prices are inclusive of applicable taxes, customs duties and VAT for national Procurement of Goods, related Services, Works and Physical Services;
- (c) exclude applicable customs duties, taxes and VAT and include inland transportation costs in the case of CIF Tenders for imported Goods under international Procurement and exclude only VAT for Goods manufactured locally;
- (d) include applicable customs duties, taxes and VAT for Works Tenders under international Procurement; and
- (e) quantify in monetary terms minor deviations from the evaluation criteria other than the price following the provisions set in the ITT.

(18) If any Tenderer offered only eighty percent (80%) of the items of a lot, for Tenders invited on lot-by-lot basis for Goods Procurement, the TEC shall determine the lot price by adding up the average prices offered by other responsive Tenderers for the missing items to the lot value to establish the winning lot Tender.

(19) If the winning lot Tender under Sub-Rule (18) is missing some items, comprising less than twenty percent (20%), the Procuring Entity may procure the missing items from the Tenderer offering the lowest price for the remaining items.

(20) For Works Tenders invited on lot-by-lot basis, the TEC shall award the lots considering the least cost combination of the lots.

Explanation:

If one Tenderer has won two (2) or more lots and was post-qualified only for one (1) lot, then he shall be awarded the lot that would result in the least cost of the total value of contracts and not necessarily the larger lot as he may wish.

(21) For the purpose of evaluation of Tenders involving domestic preference under Rule 83(2), the procedure shall be as follows:

(a) the price quoted for Goods in Tenders from Group A shall be ex-works with or without transportation and shall include all duties and taxes paid or payable on the basic materials or components purchased in the domestic market or imported, but exclude the sales and similar taxes on the finished product;

(b) the price quoted for Goods in Tenders of Group B shall be on CIP or CIF, as specified in the Tender Document, which is exclusive of customs duties and other import duties already paid or to be paid;

(c) the lowest evaluated Tender price from each group shall be compared;

(d) if a Tender from Group A is the lowest, that Tender shall be recommended for award;

(e) if a Tender from Group B has the lowest evaluated Tender price, then it shall be further compared with the lowest evaluated Tender price in Group A and before the final comparison is made, the lowest evaluated Tender price in Group B shall be increased by the percentage for 'domestic preference' specified in Schedule II excluding VAT; and

(f) the lowest evaluated Tender price in Group A shall then be compared with the lowest evaluated Tender price in Group B and the lowest Tenderer shall be recommended for award.

(22) The successful Tenderer shall be the Tenderer who submitted a responsive Tender with the lowest evaluated Tender cost, calculated upon the basis of factors affecting the economic value of the Tender which have been specified in the Tender Document and to the extent practicable, these factors shall be objective and quantifiable and shall be given a relative weighting in the evaluation method or be expressed in monetary terms, wherever practicable.

(23) If a Tenderer offers a price significantly below the official estimate then the TEC shall investigate the real reasons behind quoting such a low price and consider the Tender non-responsive if -

(a) it becomes very clear that this Tenderer is inexperienced and cannot price a Tender properly;

(b) the Tenderer cannot provide any justifiable reasons in support of his or her low price

(24) If the Tenderer quotes a low price because it happens to enjoy some favourable conditions with respect to this Tender, then the Tender shall be considered as responsive and evaluated accordingly.

(25) If, after completing the evaluation, it is found that the lowest evaluated Tender is significantly higher than the official estimate or available budget or both, but is within an acceptable range of the market price levels, the TEC may recommend to the Approving Authority either to accept the Tender, subject to availability of budget or to advise the Procuring Entity to reduce the scope of the requirements for the concerned Procurement or a reallocation of risks and responsibility which can be reflected in a reduction of the contract price.

(26) If the Procuring Entity decides to reduce the scope of the requirements under Sub-Rule (25) for the concerned Procurement it shall –

(a) verify that the lowest Tenderer remains the lowest Tenderer after the scope of work has been revised by the Procuring Entity;

(b) sign the Contract only with the initial lowest Tenderer; and

(c) ensure that the objective of the Procurement will not be seriously affected through this reduction.

(27) If, after completing a Tender evaluation of more than one Tender, a TEC finds there is only one (1) responsive Tender and the price is close to the official estimate and comparable with the market price,

then the Evaluation Report with the Tender shall be submitted to the Approving Authority with a recommendation for award of contract following the requirements of Rule 36.

(28) In the event that the Procuring Entity decides because of a high Tender price to reduce the scope of the requirements to meet the available budget, the Tenderer is not obliged to accept the award and shall not be penalised in any way for rejecting the proposed award if the proposed reduction was not within the scope of any requirement of the Instructions to Tenderers.

(29) A Procuring Entity shall refer a single Tender to a TEC for evaluation in accordance with the provisions of this Rule, if only one (1) Tender is submitted on the due time and date, and wide advertisement has been made as per the requirements of Rule 90.

(30) If the single Tender is found in the evaluation to be fully compliant with the Tender Document and the price is close to the official estimate and comparable with the market price, then the Evaluation Report including Tender may be submitted to the Approving Authority with a recommendation for award of contract following the provisions of Rule 36, appropriately explaining in the Evaluation Report the rationale for accepting the single Tender.

(31) In the extremely unlikely event that there is a tie for the lowest evaluated price, the Tenderer with the superior past performance with the Procuring Entity shall be selected, whereby factors such as delivery period, quality of Goods or Works delivered, litigation history and performance indicators could be taken into consideration.

(32) In the event that there is a tie for the lowest evaluated price and none of the Tenderers has past performance with the Procuring Entity, then the Tenderer shall be selected after consideration of the following, subject to firm confirmation through the Post-Qualification process described in Rule 100.

(a) in the case of a Works contract, the Tenderer has demonstrated in its Tender, superior past performance with other Procuring Entities or a more efficient work programme and work methodology

(b) in the case of a Goods contract, the quality of Goods that is considered more advantageous by the end-users

(33) The successful Tenderer under Sub-Rule (31) shall not be selected by lottery under any circumstance.

(34) All Documents related to the evaluation proceedings shall be kept in safe custody in an office of the Procuring Entity that can only be accessed by members of the TEC.

Evaluation committees

Rule 8. Constitution of Evaluation Committee and Evaluation Procedures

(1) Tender Evaluation Committee (TEC) or Proposal Evaluation Committee (PEC) shall be formed comprising of members, as specified in Schedule II, prior to the invitation for Application, Tender or Proposal has been issued, but certainly must be formed before the deadline for submission of Application, Tenders or Proposals.

(2) The Evaluation Committee formed under Sub-Rule (1) shall include external members having knowledge required for evaluation and, who shall be nominated by designation: provided that, for procurements of values within ceilings mentioned in Schedule II, Tender/ Proposal Evaluation Committees shall be formed in accordance with the said Schedule II.

(3) The Approving Authority shall form the Evaluation Committee; but when the approving authority is at the level of a Board of Directors or a Ministry or if the CCGP is there commending authority, the Evaluation Committee shall be appointed with the approval of the Chairperson of the Board or the Secretary of the Ministry or Division, as the case may be.

(4) A Procuring Entity may, with the approval of the authorities stated in Sub-Rule (3) ty, form –

(a) only one (1) Evaluation Committee to handle all the Procurement for that Procuring Entity, especially if that Procuring Entity handles only a limited number of Applications, Tenders or Proposals yearly or is capable of evaluating all its Procurement needs through that one (1) Evaluation Committee;

(b) more than one (1) Evaluation Committee, if it has many Procurement activities which need to be examined and evaluated at a particular point of time;

(c) a separate Evaluation Committee to evaluate a specific large value or complex Procurement Tender such as the supply, installation and commissioning of processing plants, or works of complex nature or communication technology;

(d) a separate Evaluation Committee, on as required basis, for any particular Procurement.

(5) The Evaluation Committee members may be selected from –

(a) officers of the concerned unit of the Procuring Entity, namely Finance, Commercial and Technical Units;

(b) officers of the controlling office of administrative ministry or division or agency thereunder from the line Ministry or Division or other Agencies under them;

(c) officers from the end-user or beneficiary Entity; and

(d) officers experienced in technical, commercial, financial or legal matters from other Ministries or Divisions, Agencies, or experts from Universities or reputable professional bodies or specialists from the relevant fields in the case of the external members.

(6) At the time of the constitution of the Evaluation Committee, the Approving Authority shall ensure that the members of the Evaluation Committee are qualified officers or professionals of high integrity in order to accelerate the subsequent review and approval process of the Evaluation Report in accordance with Rule 36.

(7) The Approving Authority may designate one (1) of the Evaluation Committee members as Member Secretary of the Evaluation Committee.

(8) Notice inviting meetings shall be sent to all members of the Evaluation Committee and the meeting shall be held valid only when the minimum number of members, specified in Schedule II, are present.

(9) The Evaluation Committee shall, to the extent practical and possible, work continuously once they have begun an evaluation in order to complete evaluation within the time limit prescribed under Rule 36.

(10) The Evaluation Committee members themselves on their own responsibility following the provision of the Act, these Rules and the terms and conditions of Application, Tender or Proposal Documents shall -

(a) examine and evaluate the Applications, Tenders, Expressions of Interest or Proposals ;

(b) prepare the Evaluation Report with recommendations; and

(c) submit the Evaluation Report directly to the Approving Authority in a manner as prescribed under Rule 36.

(11) The members of the Evaluation committee can only be removed once it is appointed, with the approval of the authority that constituted the Committee on grounds which may include

(a) if any member does not disclose his or her connection with an Applicant or a Tenderer, even if he continues to act in an impartial manner;

(b) if any member remains absent in two (2) consecutive Evaluation Committee meetings;

(c) if any member is in direct breach of Section 64 of the Act; and

(d) in the case of transfer, death or absence of any member from the country.

(12) If Tenders are received from Tenderers with whom any member(s) of the TEC has business or other close links, such member(s) shall be replaced.

(13) The each member of the Evaluation Committee shall -

(a) sign individually a declaration of impartiality in the following manner - "I (name of the Evaluation Committee member & designation) do hereby declare and confirm that I have no business or other links to any of the competing Tenderers or Applicant"; and

(b) sign collectively in the Tender or Proposal Evaluation Report, by certifying that -

"The Evaluation Committee certifies that the examination and evaluation has followed the requirements of the Act, the Rules made there under and the terms and conditions of the prescribed Application, Tender or Proposal Document and that all facts and information have been correctly reflected in the Evaluation Report and, that no substantial or important information has been omitted".

(14) The Approving Authority may also appoint a Technical Sub-Committee (TSC) as specified in Schedule II or, subject to the number-limitation in Sub-Rule (2) may include other experts in the Evaluation Committee, if it is felt that a particular Tender or Proposal requires such technical assistance, following the timeline stipulated in Schedule III.

(15) In order to ensure smooth operation of the Evaluation Committee, a provision for an incentive, fee or honorarium, in the rate mentioned in Schedule II or as may be determined by the Government from time to time, for each Evaluation Committee member shall be made.

(16) The necessary budgetary provisions for payment of fees or honoraria under Sub-Rule (15) shall be made in Revenue or Development Budget.

(17) Checklists stated under Sub-rule (18) showing the time spent at each stage starting from invitation Application. Tender or Proposal shall be attached to the Evaluation Reports by the Evaluation Committee and forwarded to the officer next to whom the Evaluation Report is to be submitted in accordance with the approval process and who will have to similarly fill in the time spent at his stage in the checklists and forward it to the Approving Authority with the Evaluation Report and other necessary Documents. .

(18) The checklists mentioned in Sub-Rule (17) shall be as Part A, Part B and Part C as applicable, of Schedule IV

Rule-9. Eligibility for Appointment of External Members on the Evaluation Committee

(1) The external members shall not be from within the unit(s) of the same Procuring Entity, Ministry or Agency.

(2) Notwithstanding Sub-Rule (1) the Head of the Procuring Entity or an officer authorized by him or her may appoint the external members from other Procuring Entities established under the same Ministry or Division or Agency in the following cases -

(a) for low value procurement applying Open Tendering Method, Limited Tendering Method, Direct Procurement Method and Request for Quotation Method subject to threshold in Schedule II; or

(b) low value contract under the Least Cost Selection Method or procurement of Services below the threshold specified in Schedule II applying Single Source Selection Method, or essential services that represent a natural continuation of previous Services carried out by the consulting firm.

(3) In case of special nature of the evaluation, the experts from the Government, autonomous or semi-autonomous organisations, universities, or reputable professional bodies and eminent specialists, having qualifications stated in this rule and Rule 8, can be appointed from the relevant fields can be selected in Evaluation Committee as external members. (4) None having links as mentioned hereunder shall be appointed as members of the Evaluation Committee

-

(a) a business or personal interest with any of the Persons who are likely to submit or have submitted Pre-Qualification Applications, Tenders, Expressions of

Interest or Proposals to be evaluated by the concerned Evaluation Committee, or

(b) any other interest that would not make possible for being neutral.

Rule 10. Chair of the Evaluation Committee — (1) The Evaluation Committee shall be chaired by -

(a) an officer immediate below the rank of the Approving Authority, where the Approving Authority is at the level of a Project Director, Project Manager or an authorised officer as per the Delegation of Financial Powers at the regional, sub-regional, district; or upazila level;

(b) the Approving Authority at the upazila or other levels, where there may be no class I officer below the Approving Authority;

(c) an officer immediate below the rank of the Head of the Procuring Entity, where the Approving Authority is at the level of a Head of a Procuring Entity, or of the Chief Executive of a corporation, autonomous body or semi-autonomous body;

(d) the Head of the Procuring Entity or the Chief Executive where the Approving Authority is at the level of a Board of Directors or of a Ministry or the Cabinet Committee on Government Purchase (CCGP);

(e) an officer immediate below the Head of the Procuring Entity or the Chief Executive, if for any reason they are unable to chair a particular meeting of the Evaluation Committee;

(f) an officer immediate below the rank of a Secretary In the case of a Ministry's own Procurement where the Secretary is the Head of the Procuring Entity.

(2) In cases where the companies, registered under the Companies Act, 1994 (Act No.18 of 1994), use public funds received through the Government Revenue or Development budget for undertaking any procurement, they shall follow their own administrative and financial delegations as applicable to them under the Companies Act with regard to chairing the meeting of the Evaluation Committee.

Approval:

In procurement process approval means written assertive nod of competent authority to the tender/bid evaluation report to award the contract to the recommended bidder/tenderer. The authority reserves the right of cancellation of recommendation either. This approval consists mainly financial approval sometime it also consists administrative approval.

Contract signing:

In procurement process it needs to sign a contract after approval of the evaluation report between the purchaser and the selected bidder/ tenderer/ consultant.

Letter of Credit opening/fund disbursement: once the contract is signed Letter of Credit is to open in favor of the supplier/ consultant if the contractor/ supplier/ consultant is from other than purchaser's country.

Delivery/ performance: in case of supply of goods the supplier will deliver the goods or perform the works or provide the services as per contract agreement and the incoterms.

Inspection: inspection is to ensure that whether the supplied goods is as per specification or the performed works is as per the bill of quantities or the provided services is supported by a report

Acceptance/rejection: if the supplied goods is as per specification or the performed works is as per the bill of quantities or the provided services is supported by a report it will be accepted.

Limitations:

This study will have core intention on finding out causes of delay in the lead time and suggest possible remedies. This study will focus on the procurement units of the Directorate General of Family Planning (DGFP), Directorate General of Health Service (DGHS) and Procurement & Logistics Monitoring Cell (PLMC), Ministry of Health & Family Welfare (MOHFW), Bangladesh. This study will not cover the district/sub-district level procurement units, non-availability of any organized information on this specific topic is another limitation.

Chapter – 2 Methodology of Study

I.Data Source

Primary: Primary data has been collected from the officers/consultants previously worked and presently working in the MoHFW.

Secondary: Secondary data source is the internet and the report on the workshop regarding lead time of procurement conducted by CMSD which has facilitated by SIAPS/MSH.

II.Sample Design:

The sample size for this study was determined to be 17 (seventy). The significant amount of the fund of the ministry is being spent by the two procuring units of DGHS and DGFP. Almost all the experienced present and previous officers and consultants were covered. In addition to the ministry some consultants of the WB also was surveyed.

So, the result of the questionnaires was thought to be most accurate and effective and time conducive.

III. Questionnaire Design:

Data collection field was classified into four areas such as:

1. Area where delay occurs
2. Causes of delay
3. 3. Impact of delay
4. 4. Suggestion for reduction of delay
- 5.

IV. Data Collection:

MS Excel has been used to interpret the subject matter of the study. The graphical representations of the answers in the form of different type of graphs have been demonstrated for easy understanding of the responses. Survey was conducted between January and February, 2015 in Dhaka as because the procurement under the MoHFW is mainly centralized. Impact of district and sub-district level is very insignificant.

V.Data Analysis:

MS Excel has been used to interpret the subject matter of the study. The graphical representations of the answers in the form of different type of graphs have been demonstrated for easy understanding of the response.

Chapter-3 Literature Review

The MoHFW does not have any study or research on delay in procurement lead time. It is only USAID which has two studies through Deliver Project on the process of procurement which has some focus on the lead time of procurement process. It may be mentioned that Deliver Projects studies were mainly on the DGFP program.

In addition to that CMSD has a workshop report and review on the delay in process which is also facilitated by USAID through its SIAPS project, implemented by Management Sciences for Health, a non-profit organization. Indepth analysis has been done on the subject. Literature review and indepth analysis has been mentioned below:

Literature review:

Bottlenecks:

Deliver Project identified following bottlenecks:

supply requirements Inaccurate or omitted

Budget cycle timing does not match the funding cycle

Requisitions not submitted on time

Inadequate or missing specifications Specification changes made after purchasing procedures are initiated

- Slow procurement process
- Uncertainty over dates and amount of funds available
- Problems with advertising
- Bidding document revision required
- Bid deadline extended to accommodate amendment of bidding documents
- Raw materials shortage Overbooked manufacturing schedule Distributor issues
- Failed or disputed results
- Shipping problems
- Slow processing of documents
- No access to funds for port fees
- Irregularities in goods or documents Pharmaceutical registration issues
- Delayed or failed post-shipment inspection and testing Slow reporting and/or release

Main Bottleneck Themes

In reviewing the set of short case studies, procurement bottleneck trends were identified around several themes; including access to funds, cumbersome processes, and quality concerns. Although corruption and quality assurance issues were not the most prominent bottleneck theme, these issues were significant threads throughout the literature.

A review of the procurement environment in which the bottlenecks occurred found that most bottlenecks occurred outside the core procurement functions of technical capacity, staffing, and management. This illustrates the importance of considering the people, issues, and factors outside the core procurement staff when diagnosing bottlenecks in the procurement cycle.

Following is a summary of findings from the main bottleneck themes, as identified in table 2.

Access to Funds

Access to funds for executing procurement was the most prevalent bottleneck identified. Digging deeper to identify the root causes revealed that transparency of the budgeting and funding processes and communication hindered access to funds, while donor coordination delayed funds availability.

In two case examples, complex bureaucratic processes and unclear lines of communication had to be navigated and monitored by concerned parties in order to gain access to the decisionmaking groups. Lack of representation in the decisionmaking group for the commodity in question was also a contributing factor. In another case, the donor community acted to bridge the funding gap caused by a delayed release of previously committed aid. Identifying and addressing the underlying issues enabled access to the needed funds, either directly or through an alternate mechanism.

Transparency/Corruption

Competitive bidding and vendor selection are especially vulnerable to bottlenecks resulting from corruption or as part of a tendering process that is not transparent to all participants. This can result in compromised quality, service, or pricing of goods. In addition, it can lead to the inefficient use of resources if, for example, fewer goods can be purchased due to high pricing, or if additional goods must be purchased to replace faulty items.

Two countries provided examples of this type of bottleneck where attempts were made to influence vendor selection away from the most qualified vendor and toward a higher-priced vendor, and, in one case, a vendor who was unqualified. The countries used similar approaches to resolve the issue and to put in place measures to prevent a recurrence. In both cases, civil society and contraceptive security committees intervened to ensure that the selected vendors met the countries' requirements by engaging the media to make the process public and by using data to estimate the potential impact, in terms of dollars and products.

Blockage in Procurement Process

Sometimes bottlenecks result from personnel shortages, limited access to a designated signatory, or lack of clarity around who is authorized to provide approvals. In other cases, signing a document may be a low priority for a busy minister. This type of bottleneck can occur at various organizational levels and at various steps in the procurement process. Such situations can result in delays in order processing and a general inability to move a requisition forward in the procurement process. This, in turn, can result in a backlog of orders, further delaying order execution. In these situations, unless there is intervention, the priorities of the personnel, department, or administrator will dictate how quickly the bottleneck is addressed.

Examples of this type of bottleneck came from two countries. In one case, general staff shortages at the central procurement office resulted in a large backlog of orders for essential equipment and other needed commodities. In another, difficulty in gaining access to a busy high-level official, whose signature was needed on a procurement-related document, delayed the process. In both cases, the affected party acted directly to try to resolve the blockage by sending a representative to assist with carrying out the activity causing the bottleneck. One representative supported procurement office tasks, while the other pursued getting needed signatures of approval.

External Systems

Procurement bottlenecks may also result from delays caused by activities or functions that are outside of the procurement process, but that are required for the process to be completed and the goods to be

delivered. Examples include banking transactions and port clearance. This type of bottleneck can pose unique challenges because the bottlenecks are caused by the processes of an organization external to the procurement group, and finding a solution may require an understanding of the external organization's processes.

One country provided an example of a bottleneck with external systems that was related to activities carried out by a procurement agent. In this case, the purchasing activity carried out by an international procurement agency resulted in competitive commodity prices, but the process was very lengthy. The country's advocates urged the agent to review its processes and work to streamline its internal activities by shortening the ordering lead times for the country.

Slow and Cumbersome Process

Even in systems where good procurement practices—such as competitive bidding—are implemented, bottlenecks can form. The strengths of these systems may include transparency and price competition, but these strengths may be accompanied by complex and lengthy processes. Implementing a new step in one area of procurement can impact the entire process.

Two examples came from countries with bottlenecks that resulted from cumbersome procurement processes. Both were undergoing broad government reforms outside of the health sector. These reforms created a new policy environment that enabled procurement reform to take place within the health sector. Innovative and sustainable solutions were designed and implemented to streamline processes and capture cost and time efficiencies. Significant investments were required to upgrade the systems and the personnel that operate them.

Small Quantity

Bottlenecks associated with small quantity requirements and bulk purchasing can occur at any level of the supply chain, depending on the item needed and the quantity required. Suppliers often have minimum order requirements that may exceed the quantity needed, preferred pricing may be given for bulk orders, or they may charge a premium to fill small quantity orders. For buyers with relatively low quantity requirements, it can be challenging to find a supplier willing to accept and fill small orders, or to fill the order at a competitive price.

Examples of bottlenecks resulting from small quantity requirements came from two countries. In one case, bulk purchasing at the central level caused storage problems for small local facilities because the cartons of goods that were purchased were not broken down into smaller quantities at the central level before distribution. In another case, a small national program faced difficulties supplying its need for small quantities. In both cases, innovative partnerships in the supply chain were created to address these issues.

Quality

Issues with the quality of product procured may result in a bottleneck: the need to repeat the procurement process should the goods not meet established quality standards or not pass quality testing requirements. This type of bottleneck can be linked to steps in all three phases of procurement, including defining product specifications during the supply planning phase; supplier selection during the purchasing phase; and inspection and testing in the contract performance phase.

One country provided an example of addressing quality-related issues. In this case, a training session with local practitioners addressed a knowledge gap on international standards for procurement. The practitioners sought to immediately apply what they learned by ensuring that future contracts were awarded to suppliers based on specific requirements for the country.

Lessons Learned

Champions were the key players in the case studies—a person or group that monitored the problem at hand and pushed for a resolution. Champions included civil society groups and stakeholders in the procurement process. These champions gathered and interpreted information and, sometimes, referred it to others who might be in a better position to act. They monitored funding and supply status, in some cases; and engaged in advocacy, often showing initiative and creativity.

Knowledge of the procurement environment—including systems and policies, and access to reliable information—were the main tools used to address procurement bottlenecks. Innovative and, sometimes, simple solutions that aligned with existing structures were used. Information was used to quantify and highlight the impact of bottlenecks, identify potential issues, and advocate with stakeholders and the public.

Following is a summary of key lessons learned.

Civil society can be a powerful advocate in helping to combat corruption and to unblock bottlenecks caused by government policy decisions and funding priorities.

In examining the actions taken to resolve procurement bottlenecks, interventions by civil society were the most prevalent. These concerned parties were effective in addressing bottlenecks related to corruption and access to funds. In addition, they were instrumental in resolving small quantity requirements by developing a creative supply solution and by helping to negotiate an alliance with a large purchaser outside the government.

As one informant pointed out, an engaged civil society organization can be very helpful in developing community support. “They contact us about things the government doesn’t tell about. This is particularly useful in the case of overly bureaucratic governments.”

The Brookings Institute study (Griffin, de Ferranti, and Tolmie 2010) suggests that having allies within the government is important for improving performance and accountability: “Developing relationships with government officials who are well versed ... can make civic engagement ... more effective.”

Key informants for the study also identified potential hazards in civil society activism. For example, one informant cautioned about the risk of erroneously pursuing an intervention because of faulty information and the importance of understanding the evidence and the context. In advocating for emergency supplies, another informant added, “you need to be very sure you have the correct numbers and an emergency does actually exist.” Negative press coverage after a misstep can make it difficult to be heard the next time.

Stakeholders in the procurement process play a critical role in identifying and resolving bottlenecks.

In several case studies, stakeholders in the procurement process (national partners or practitioners) took action to resolve bottlenecks. Using a new bridge funding mechanism, stakeholders helped to make money available for the timely purchase of bed nets; they also tracked down delayed goods requisitions and collected a high-level signature on procurement documents. They strengthened, accelerated, and increased efficiencies in their own systems; and imparted critical knowledge about quality assurance measures.

Government reforms and restructuring can promote the use of more efficient procurement practices.

In one case study, the health supply system moved from a traditional model to a parastatal model involving management, financing, and institutional systems; and included an electronic procurement information system, and multi-year and framework contracts³. At the same time, a broad government reform process took place outside the health sector to streamline and increase transparency throughout all the government procurement processes. The staffing and technical capacity environments were probably enhanced somewhat because parastatals are not usually bound by civil service pay scales.

Innovative procurement mechanisms can bring efficiencies to processes and pricing

Reverse auctions, multi-year and framework agreements, and pooled procurement helped improve slow and cumbersome procurement cycles, resulting in cost savings for commodities procured with these methods. In another case, a brokered alliance resulted in an agreement that provides the benefits of pooled procurement.

Using technology can help streamline processes and improve transparency.

Using online resources and forums to share information with the public improved the visibility of procurement activities and improved the transparency of processes that were previously considered highly complex. Developing an e-government procurement (e-GP) platform improved public access to government procurement information, as well as enhanced the overall procurement cycle. Mobile technology, although not specifically mentioned, can benefit in-house administrative functions by using efficient communications and an exchange of information.

Accurate and reliable data can be used to quantify the impact of a bottleneck and also help identify potential issues in advance.

Understandable supply data and information on appropriate pricing were critical in improving processes and preventing the misuse of resources. Data helped set competitive price agreements, improve lead times, and prevent stockouts.

A clear understanding of the government systems and current policies can be instructive in devising viable solutions.

Information on government processes, budgets, and funding cycles enabled concerned parties to monitor government activities related to budget requests and the release of funds. With reforms, new policies and structures were leveraged after more efficient processes were developed.

The Brookings Institute study (Griffin, de Ferranti, and Tolmie 2010) mentioned two tools related to budgets and funding that did not appear in the case studies, but that are relevant to the findings.

- Government Finance Statistics system, an international standard for budget classification proposed by the International Monetary Fund (IMF), makes it possible to identify and understand budget details.

Public Expenditure Tracking Surveys and publicity campaign have informed entitled recipient organizations what they were entitled to receive; resulting in their demanding and receiving funds that otherwise were being diverted by favoritism and corruption

Media and communications can be an effective tool to inform and influence positive procurement outcomes.

Press coverage (newspapers and television) was a strong enabling factor in the case studies, both as a tool to influence decisionmakers and to disseminate information to the public. Cases 1–3 are good examples of how public awareness can influence outcome. Mobile phones and the Internet probably had a role in information sharing, as well; but they were not specifically mentioned.

Conclusions

This report revealed measurable value in short-term coping mechanisms and immediate solutions to immediate problems—solutions the practitioner can reasonably use. These approaches typically included a few common critical elements: (1) a champion to monitor or shepherd the process; (2) access to accurate information; (3) use of media or communications, including press coverage; and (4) knowledge of government systems and processes.

For short-term issues, leveraging resources that increase transparency may yield a strong, rapid response. Action by civil society groups, especially contraceptive security committees and disseminating accurate procurement-related information to the public, can be particularly effective in working through these bottlenecks. Innovations in processes that are compatible with the existing system may also be temporary solutions that can be immediately implemented.

System reform and restructuring activities are long-term undertakings. They may be the ideal solution and they are certainly used when restructuring procurement operations; however, they rely on ongoing commitment from high-level government personnel and development partners. For restructuring options, removing procurement operations from the constraints of civil service conditions can be an effective long-term solution for chronic inefficiency at the first mile.

As an important first step in addressing a procurement bottleneck, concerned parties should investigate the source of the bottleneck, including where in the procurement environment it occurred, and who is in control at the point of occurrence. The set of short case studies shows that it is common for bottlenecks to occur in areas of the procurement environment that fall outside the traditional core competency areas of procurement—technical capacity, staffing, and management.

After the problem is identified, the investigating party should engage others who have similar concerns, such as civil society groups and stakeholders, and identify champions who can do something about the situation. All concerned parties should obtain relevant and accurate information to support claims, if possible; and take appropriate action, including leveraging media or communications to inform public awareness and influence outcomes.

While these actions are not guaranteed to resolve the bottleneck, previous experience suggests a positive result.

Workshop on reduction of procurement lead time organized by CMSD with facilitation of SIAPS, MSH

The workshop identified the areas where delays are occurred as:

- Lack of knowledge/expertise in preparing the specifications for the requested items ,
- No plan from LDs who will the actual users of the goods would be used
- Challenges at the time of consolidation of procurement plan and packages
- Considering Specification of different LDs to fit in one specification under a package ,
- sometimes accuracy and appropriateness of specification not reached

- Delay in approval of procurement plan
- Unrealistic cost estimate
- Delay in Specification finalization, takes mostly 3 to 4 Specification meeting to come in consensus
- Members should have adequate knowledge on IDA guideline and PPR
- Specification prepared by the Specification Committee sometimes is not good enough /unclear which affects bid evaluation too.
- All concerned with procurement process needs capacity building
- Availability of fund for L/C opening
- Delay in processing of fund in AG office and in the office of concerned LD at the time of L/C opening.
- Delay in availability of shipping documents at procuring entities

Recommendations (Only on Specification):

- User shall prepare the specification as estimate through subject matter expert committee.
- Knowledge of subject matter experts to be hired for preparation of specification.
- National specification commission to be established.
- There should be a provision of mentioning multiple brands to be referred in the specification.
- There should be a provision of submitting sample with the bid

II. In-depth analysis:

Forecasting and need assessment: delay occurred under this component due to lack of adequate information. Some contraceptive items have update information. But huge items used in the program have no good data base. Due to lack of information proper need cannot be assessed in right time.

Procurement planning: procurement planning is very much dependent on the forecasting and need assessment. It is also delayed due to lack of knowledge on procurement process.

Preparation of specification: DGFP procures some contraceptive items which decided by the national technical committee. It uses for years together until it is changed by the NTC. DGHS has a committee for preparing technical specification. It takes a lot of time. It is identified at the time of reviewing the procurement process of CMSD by SIAPS project, USAID implemented by Management Sciences for health that one procurement cannot be completed in three years only for complicity of specification.

Invitation of tender/bid: in case of publication of procurement notice organizations under MoHFW follows the guidelines of IDA and PPR-2008. No delay occurred under this component.

Evaluation of tender/bid: in case of evaluation of bids all offices under MoHFW follows the evaluation guidelines of IDA and PPR-2008, Bangladesh. Although it is prescribed format and long delay occurred under this component of the lead time. Lack of knowledge of the evaluator and external pressure is one of cause of delay.

Approval: approval process and of procurement is clearly defined. Normally there is no delay under this component.

Contract signing: normally no delay occurred under this component of the procurement lead time.

Letter of Credit opening/fund disbursement: sometimes delay occurred due to unavailability of fund.

Delivery/ performance: this is the important component of procurement lead time where sometimes delay occurred. Normally it happens if the supplier is not selected properly. Selection of below quality supplier is the main cause of delay or failure of delivery.

Inspection (Acceptance/rejection): there are committees for receiving of the procurement objects. Normally no delay occurred but sometime it happens due to lack of knowledge of the committee members on the procurement object.

Chapter – 4 Analysis and Interpretation

A questionnaire has been developed for collection data regarding the delay and met 17 professionals has been interviewed. The qualifications of the professionals is not less than post graduation and the range of experience in the procurement system including the MoHF is between 03 and 20 years.

Data collection field was classified into four areas such as:

6. Area where delay occurs
7. 6. Causes of delay
8. Impact of delay
9. Suggestion for reduction of delay

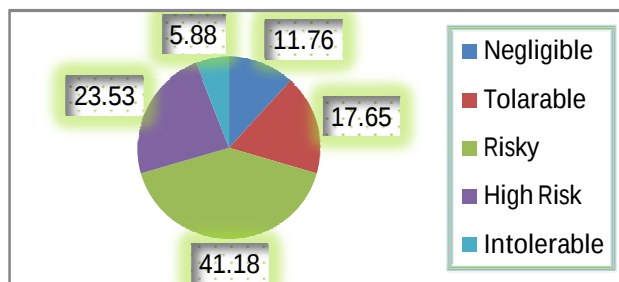
Several questions have been developed for each of the areas and raised them to the focused group. The questions were weighted as “1” = <20%, “2” = 20%-40%, “3” = 40%-60%, “4” = 60%-80%, “5” = 80%-100%.

1. Areas where delay occurs: following 12 questions were asked to the consultants/officers of MoHFW.

For the Purpose of analysis scale of delay is defined as <20% = Negligible; 20%-40% = Tolerable; 40%-60% = Risky; 60%-80% = high Risk; >80% = Intolerable.

Note: All data given in the graphs are as percentage.

A Need assessment:

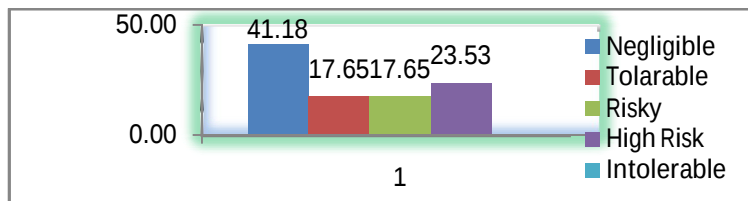


11.76% thinks the delay in the need assessment area is negligible, 17.65% opined the delay is tolerable, 41.18% think the delay is risky for procurement, 23.53% thinks as high risk and 5.88%’s idea about the delay is intolerable.

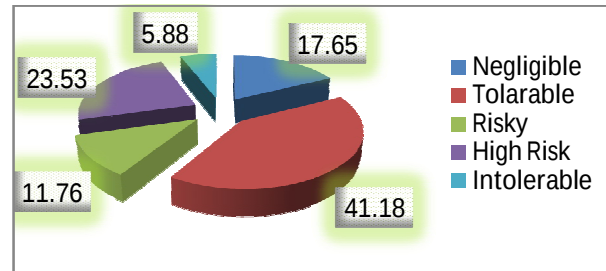
B Procurement Packaging

C Procurement Planning

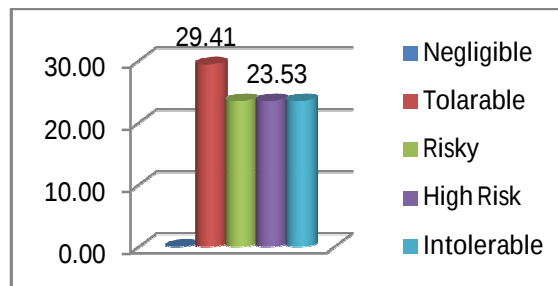
41.18% thinks the delay in the procurement packaging area is negligible, 17.65% opined the delay is tolerable, 17.65% think the delay is risky for procurement, 23.53% thinks as high risk and nobody thinks delay is intolerable.



17.65% thinks the delay in the need assessment area is negligible, 41.18% opined the delay is tolerable, 11.76% think the delay is risky for procurement, 23.53% thinks as high risk and 5.88%'s idea about the delay is intolerable.



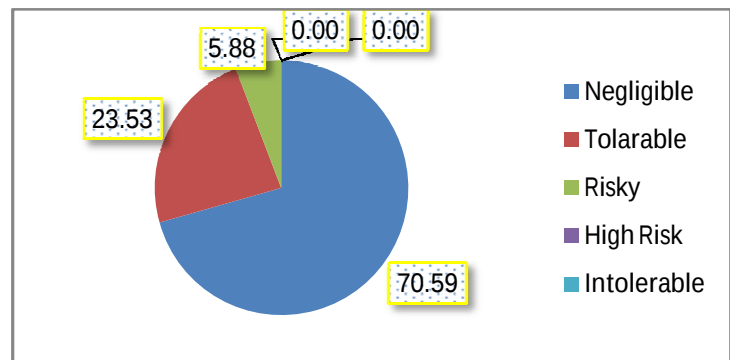
D Preparation of Specification



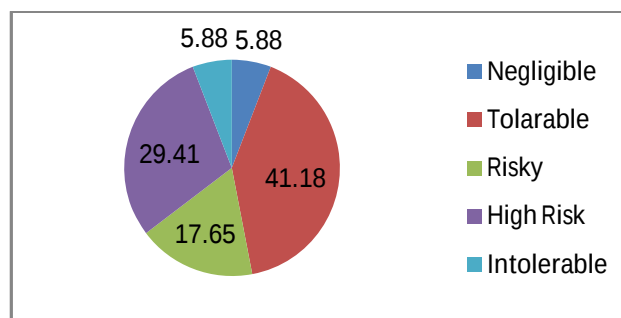
00.00% thinks the delay in the preparation of specification is negligible, 29.41% opined the delay is tolerable, 23.53% think the delay is risky for procurement, 23.53% thinks as high risk and 23.53%'s idea about the delay is intolerable.

E Invitation of bid

70.59% thinks the delay in invitation is negligible, 23.53% opined the delay is tolerable, 5.88% think the delay is risky for procurement, Nobody think it is high risk or intolerable.



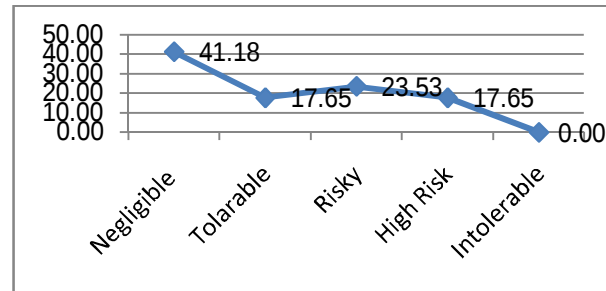
F Evaluation of Bid



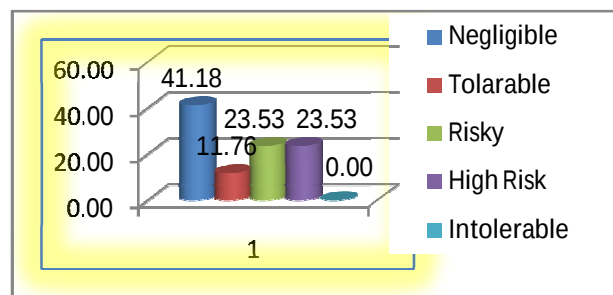
5.88% thinks the delay in evaluation is negligible, 41.18% opined the delay is tolerable, 17.65% think the delay is risky for procurement, 29.41% thinks as high risk and 5.88%'s idea about the delay is intolerable.

G Approval of Evaluation Report

41.18% thinks the delay in approval of evaluation report is negligible, 17.65% opined the delay is tolerable, 23.53% think the delay is risky for procurement, 17.65% thinks as high risk and 00.00%'s idea about the delay is intolerable.



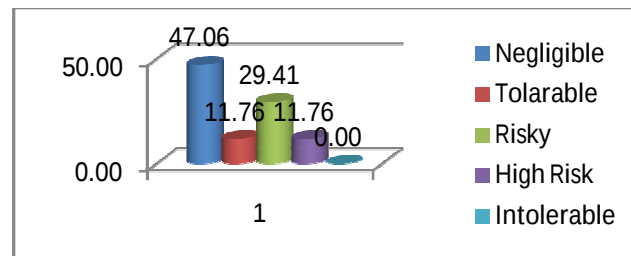
H Fund Releasing Process



41.18% thinks the delay in fund releasing process is negligible, 11.76% opined the delay is tolerable, 23.53% think the delay is risky for procurement, 23.53% thinks as high risk and 00.00%'s idea about the delay is intolerable.

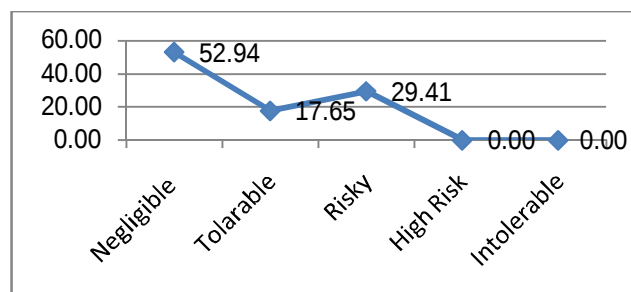
I L/C Opening Process

47.06% thinks the delay in L/C opening process is negligible, 17.65% opined the delay is tolerable, 23.53% think the delay is risky for procurement, 17.65% thinks as high risk and 00.00%'s idea about the delay is intolerable.



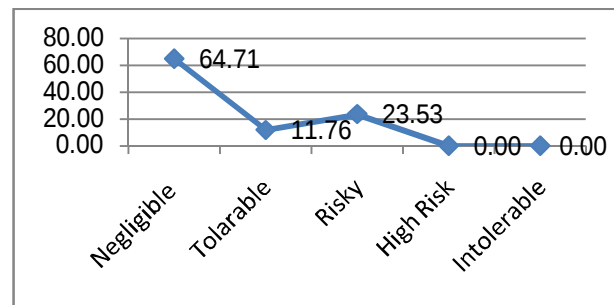
J Port Clearance

52.94% thinks the delay in port clearing is negligible, 17.65% opined the delay is tolerable, 29.41% think the delay is risky for procurement, this area is not under high risk or intolerable situation they think.

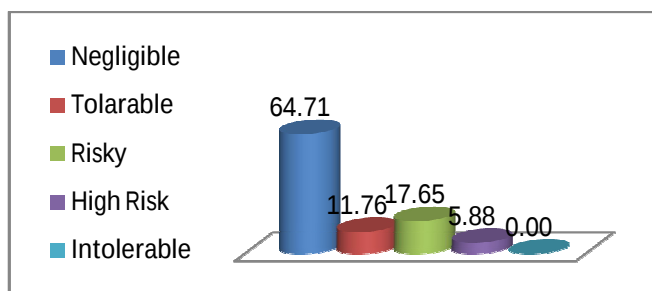


K Delivery

64.71% thinks the delay in delivery is negligible, 11.76% opined the delay is tolerable, 23.53% think the delay is risky for procurement, this area is not under high risk or intolerable situation they think.

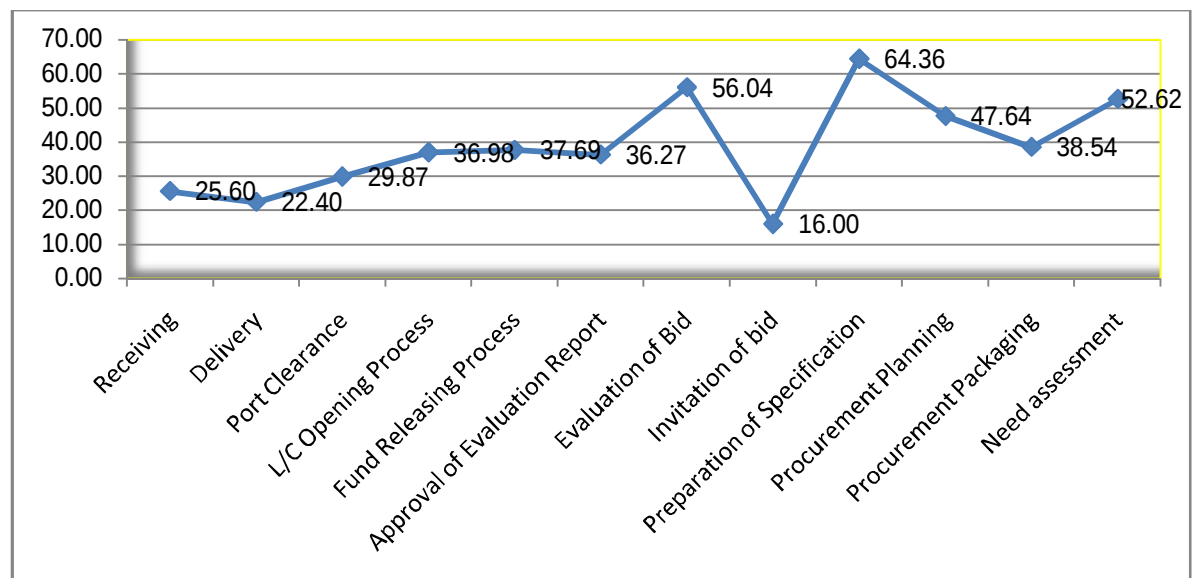


L Receiving



64.71% thinks the delay in receiving is negligible, 11.76% opined the delay is tolerable, 17.65% think the delay is risky for procurement, 5.88% thinks as high risk and 00.00%'s idea about the delay is intolerable.

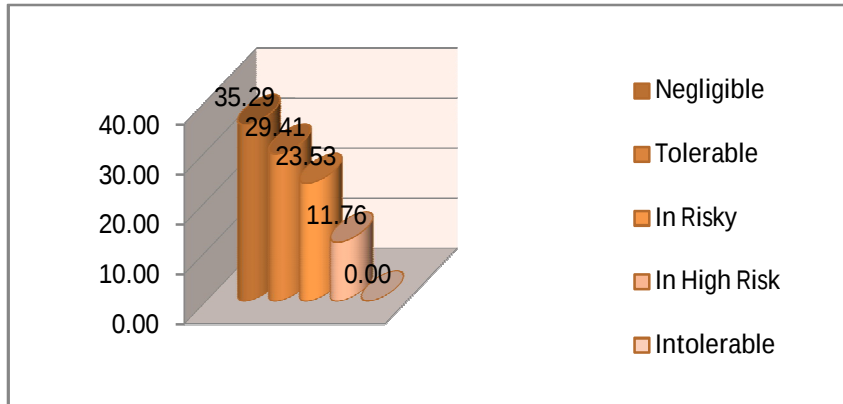
In addition to the above the average recommendation on the areas has been shown in the following graph. **It shows that need assessment, procurement planning, preparation of specification and evaluation of bid are the areas where special care to be given.**



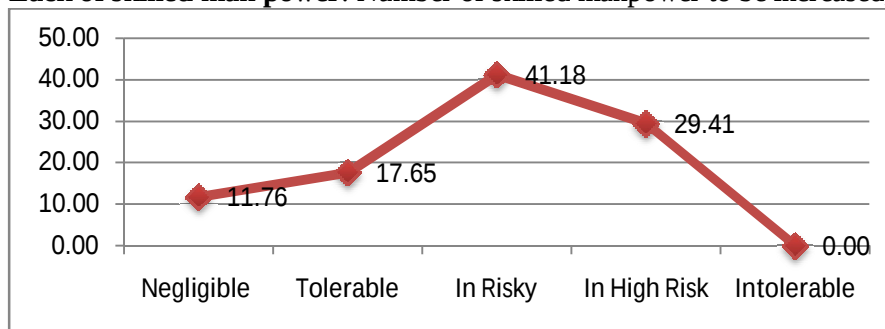
- Causes of delay: following 20 questions were asked to the consultants/officers of MoHFW: Weightage for each question was distributed as "1"=<20%, "2"=20% - 40%, "3"=40% - 60%, "4"=60% - 80%, "5"=80% - 100%

For the Purpose of analyzing the scale of causes of delay is defined as <20% = Negligible; 20%-40% =Tolerable; 40%-60% = Risky; 60%-80% =high Risk; >80% = Intolerable.

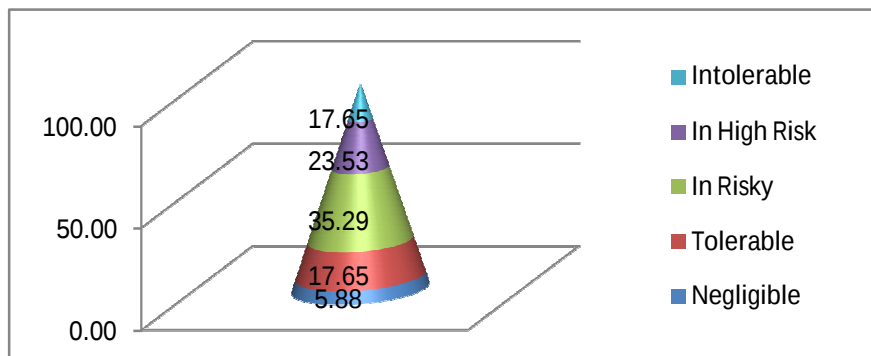
A. Lack of knowledge on rules & guidelines: this area needs improvement but not in high risk.



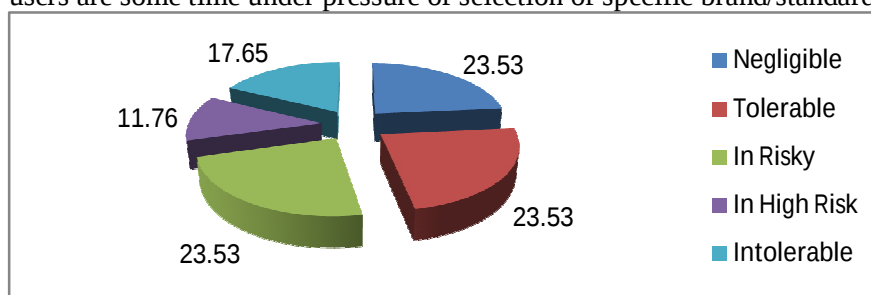
B. Lack of skilled man power: Number of skilled manpower to be increased, especially in DGHS.



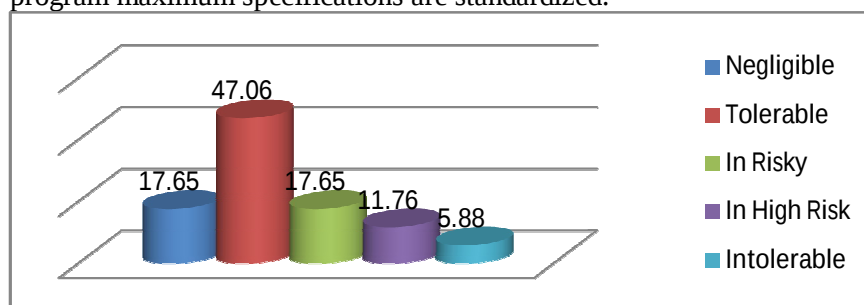
C. Lack of knowledge on specification: It is a risky area especially for DGHS.



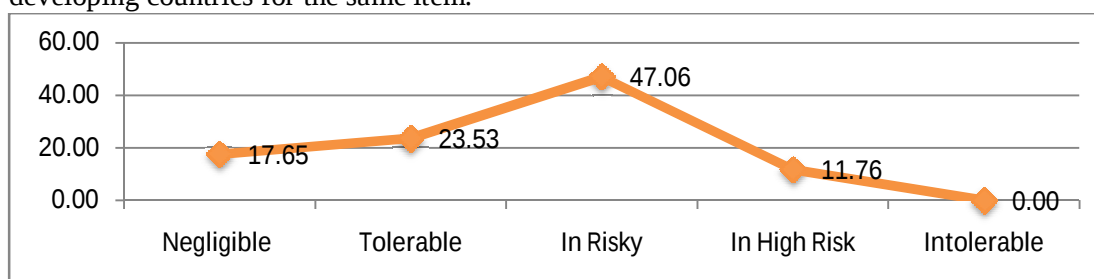
D. Biasness in Specification preparation: Especially it is important for DGHS. In many cases users are some time under pressure of selection of specific brand/standard/country etc.



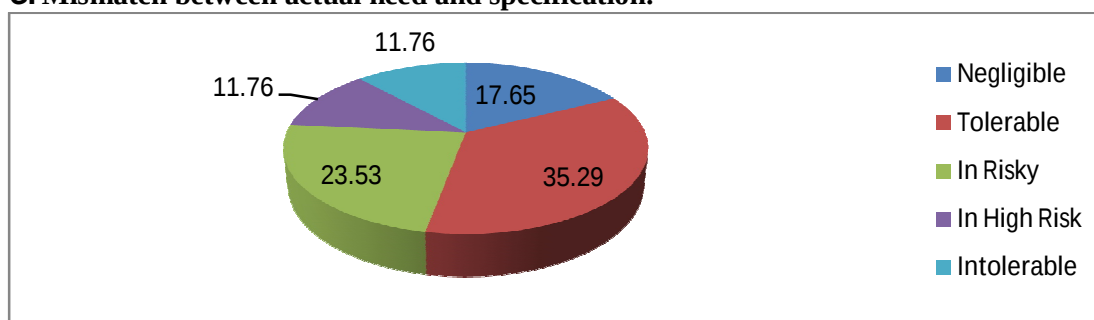
E. Frequent changes of specification: normally it happens in DGHS. In family planning program maximum specifications are standardized.



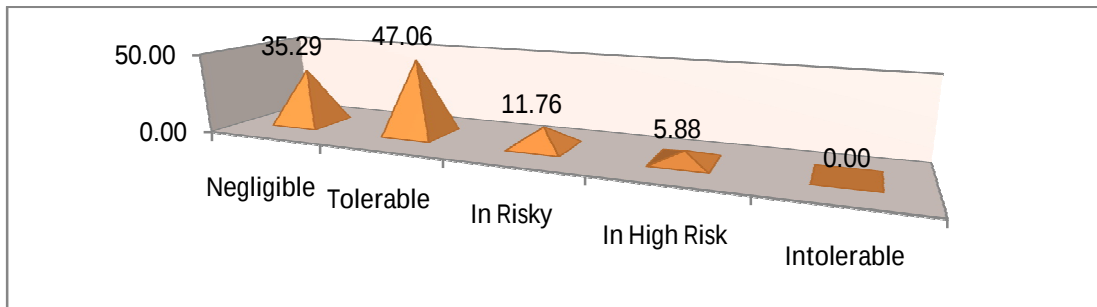
F. Mismatch with budget and specification: It is a very important area which requires proper care. In case of medicine there is a big gap between MRP and bidding price. On the other hand, in case of equipment there is a big difference between the prices of developed countries and developing countries for the same item.



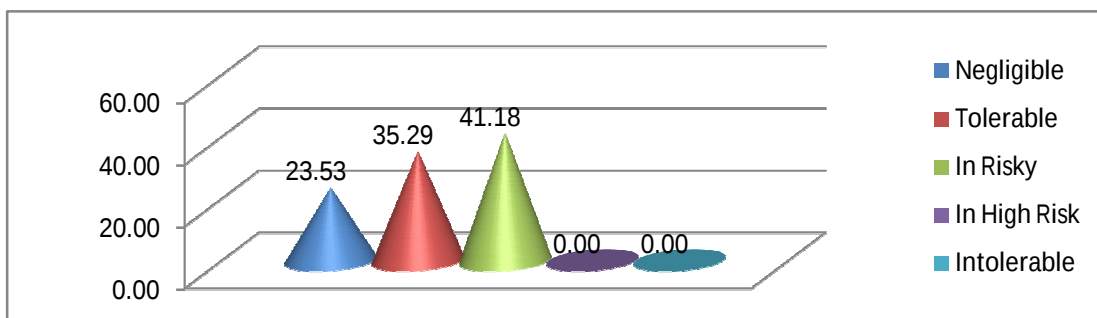
G. Mismatch between actual need and specification:



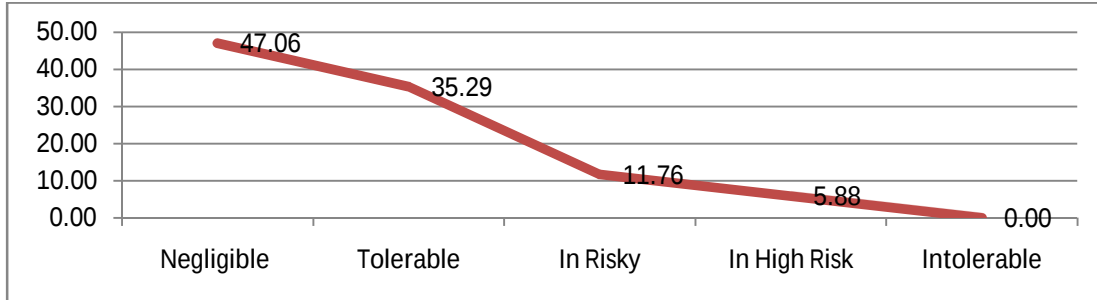
H. Consolidation of procurement plan



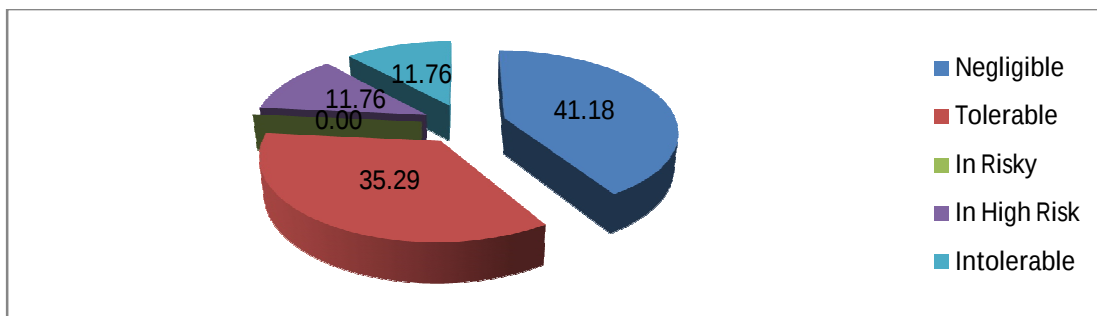
I. Frequent changes of procurement plan:



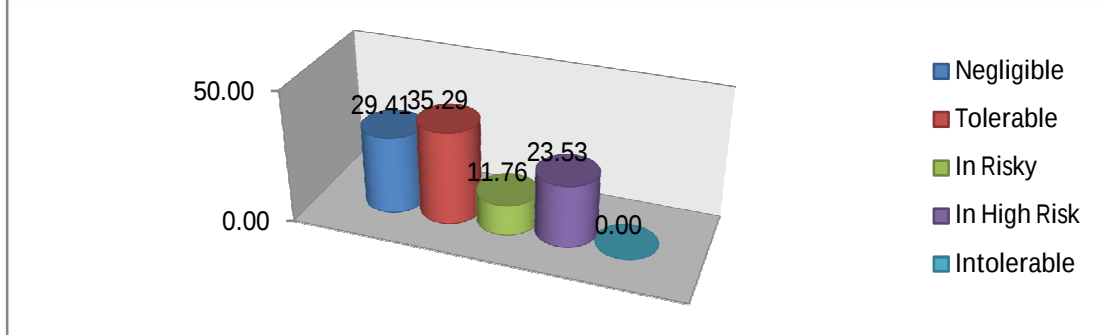
J. Availability of evaluation committee members



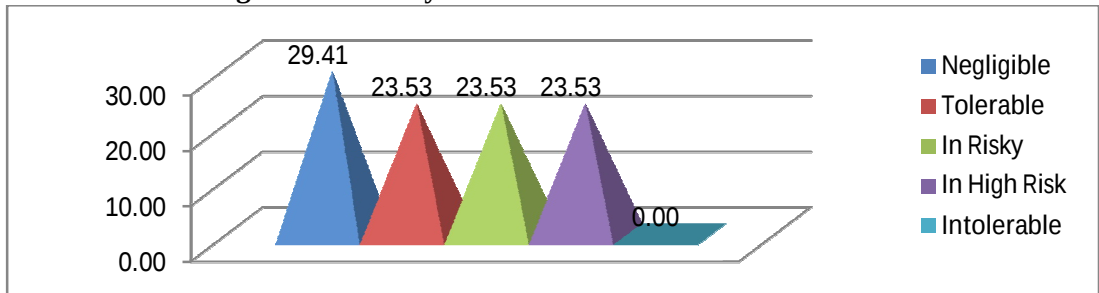
K. Biasness in evaluation



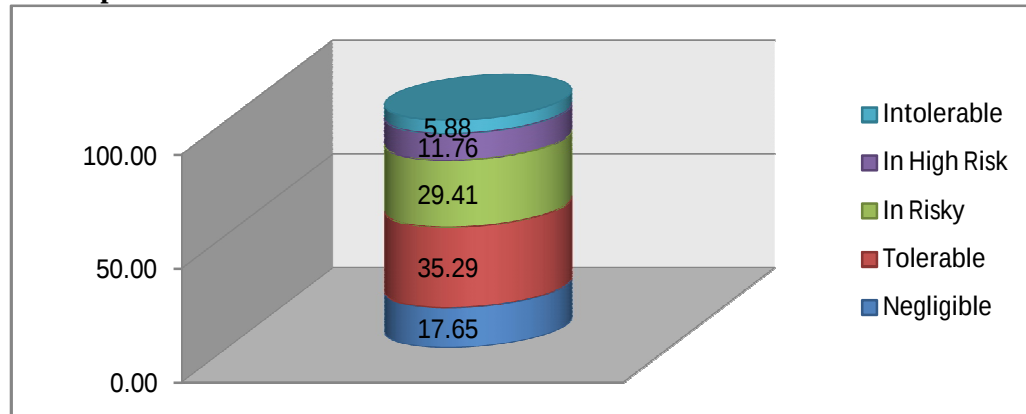
L. Treating it is additional work:



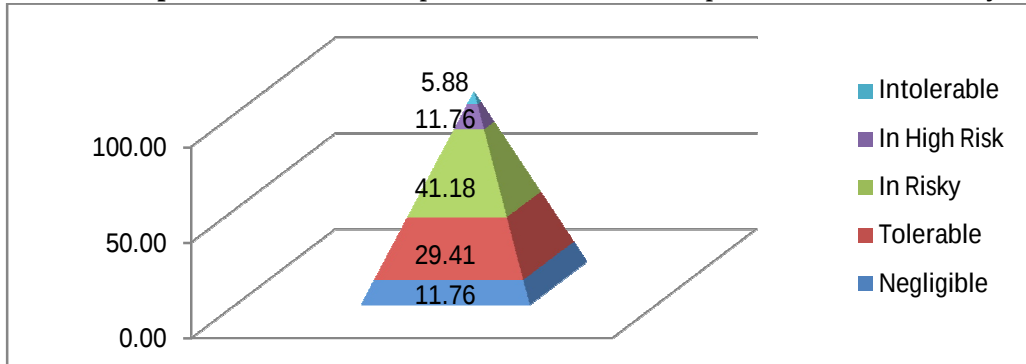
M. Not maintaining confidentiality:



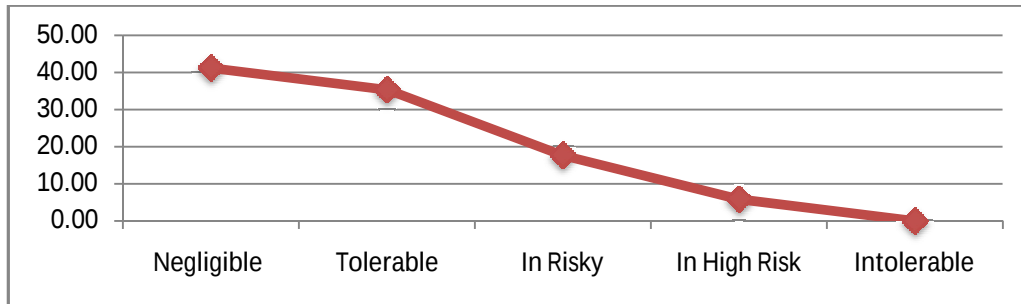
N. Complaints of bidders:



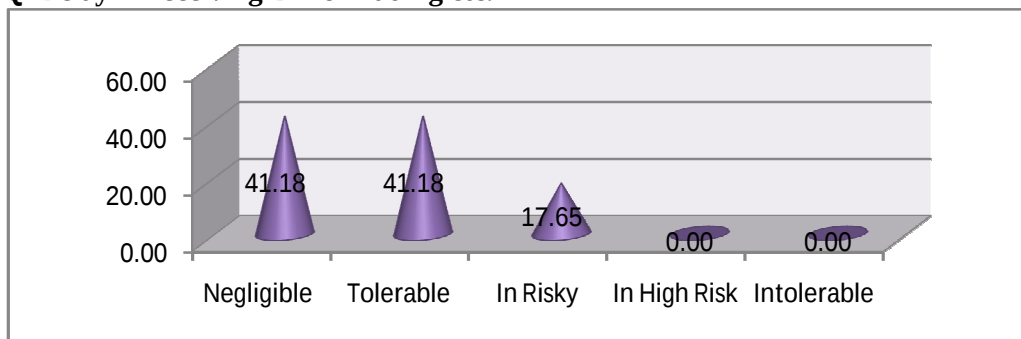
O. External pressure: Sometimes political & bureaucratic pressure causes the delay of process.



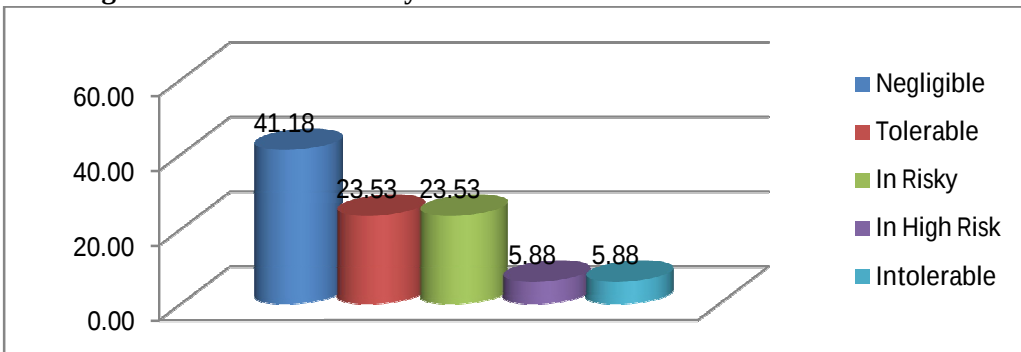
P. No objection of Donor



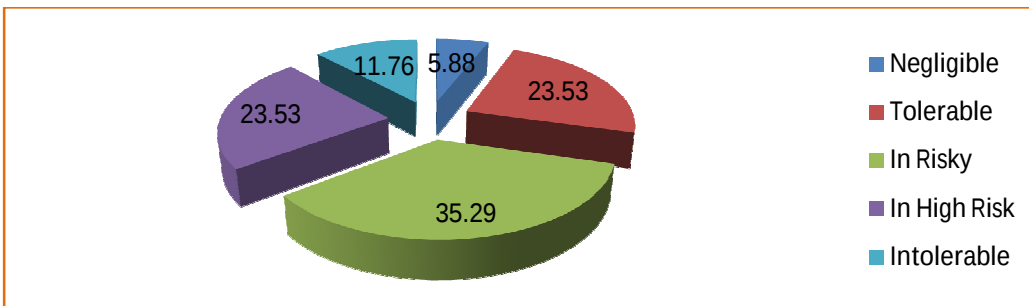
Q. Delay in receiving Bill of Lading etc.



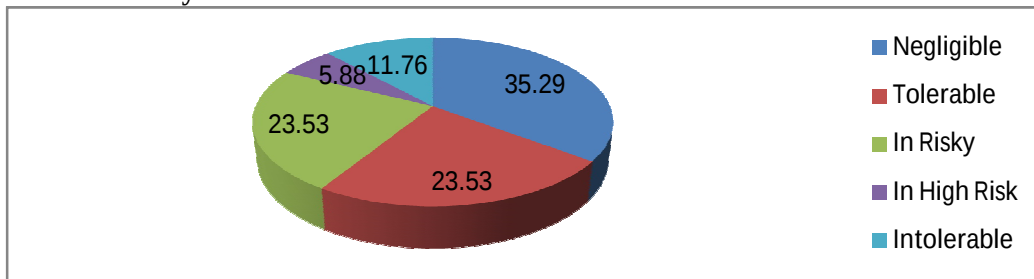
R. Disregards on value for money



S. Lack of knowledge of bidders' on preparation of bid: It is very important area but very much neglected. If the bidder can prepare bid properly, delay after receiving to approval will be drastically reduced.



T. Bureaucracy

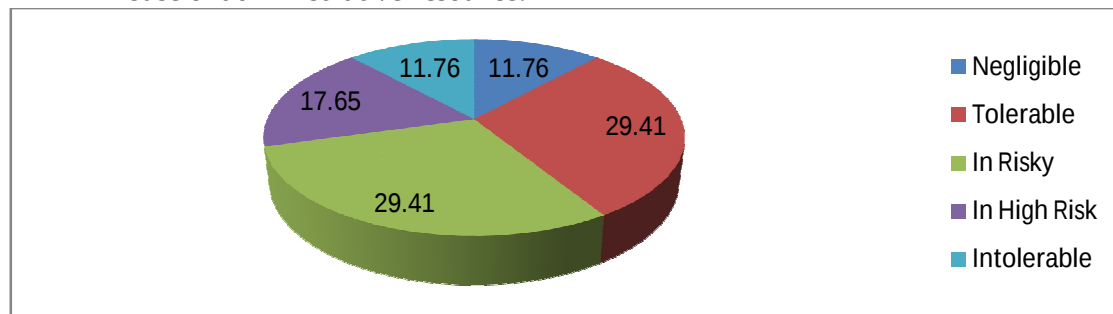


3. Impact of delay: following 8 questions were asked to the consultants/officers of MoHFW.

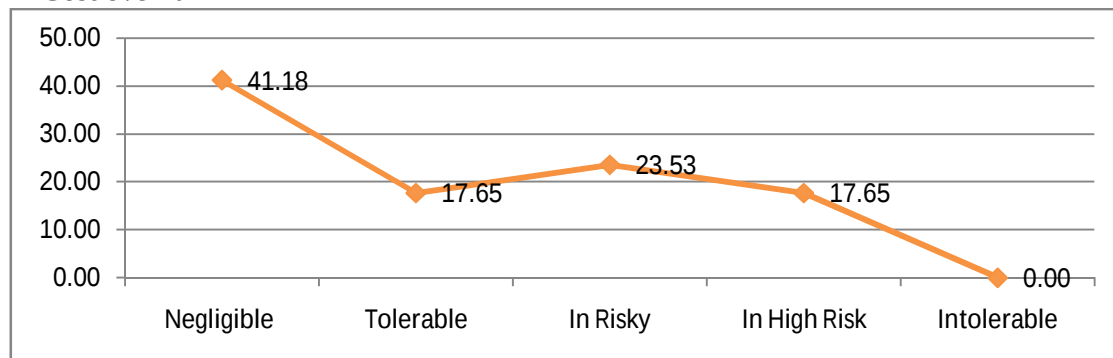
Weightage for each question was distributed as "1"=<20%, "2"=20% - 40%, "3"=40% - 60%, "4"=60% - 80%, "5"=80% - 100%

For the Purpose of analyzing the scale of impact of delay is defined as <20% = Negligible; 20%-40% =Tolerable; 40%-60% = Risky; 60%-80% =high Risk; >80% = Intolerable

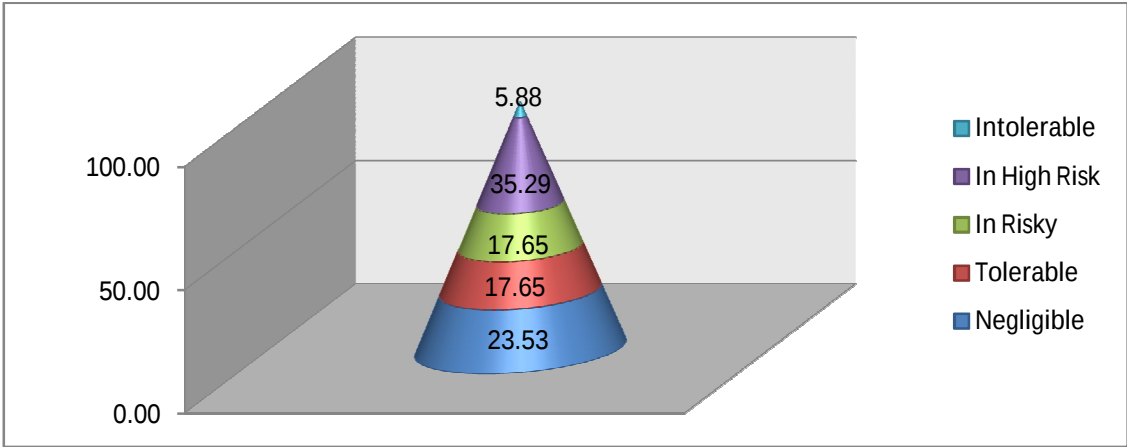
A Misuse of administrative resource:



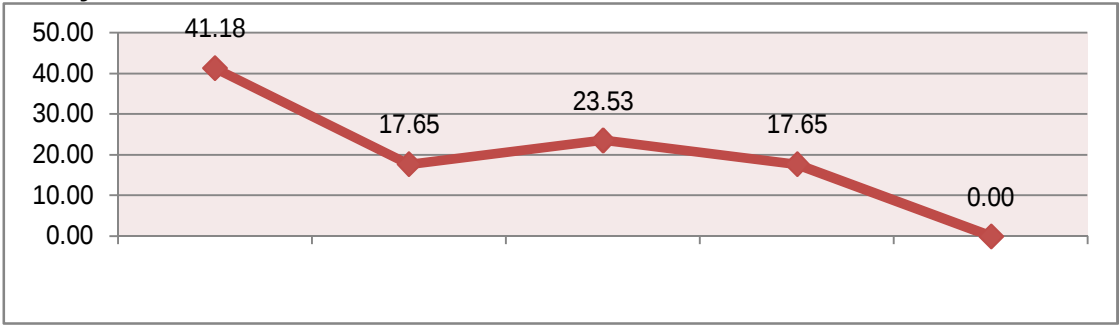
B. Cost overrun



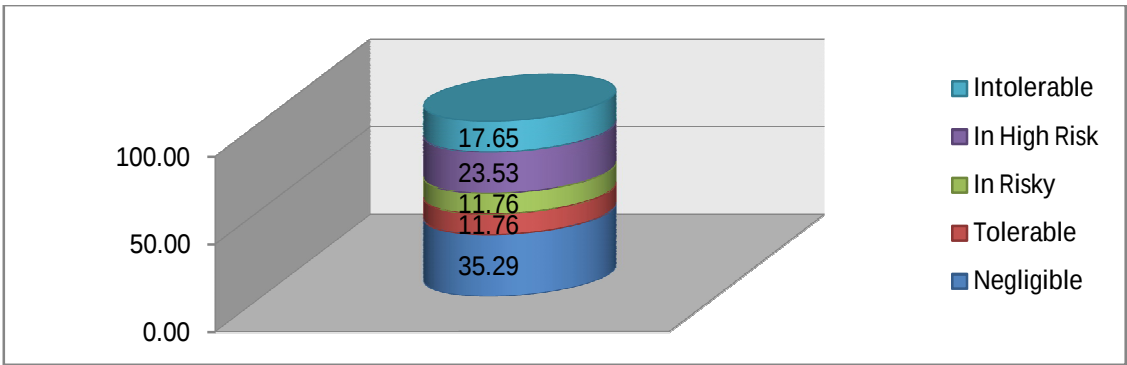
C. Time overrun.



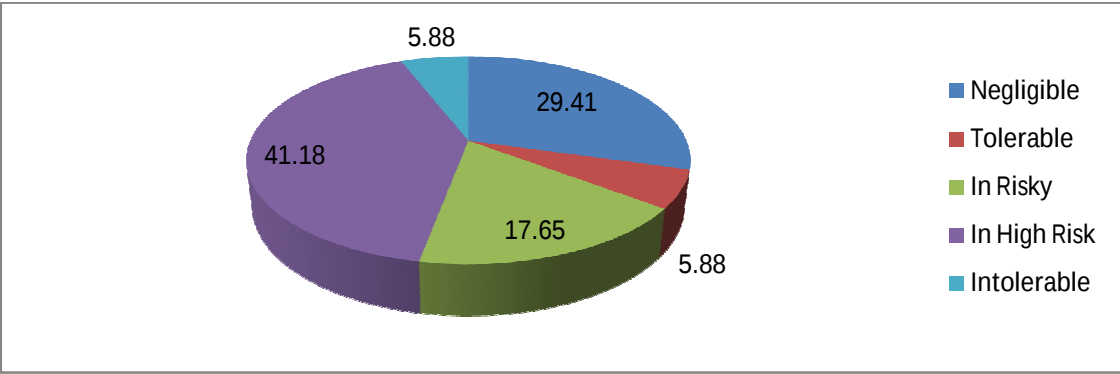
D. Project failure



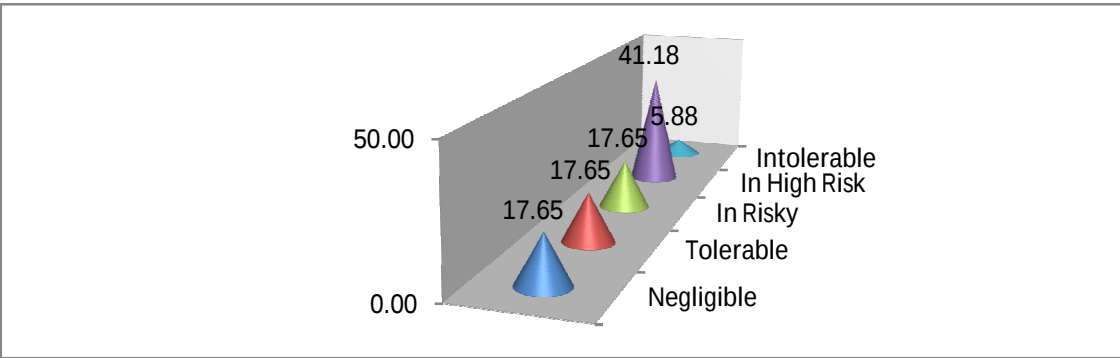
E. Suffering of the stakeholders



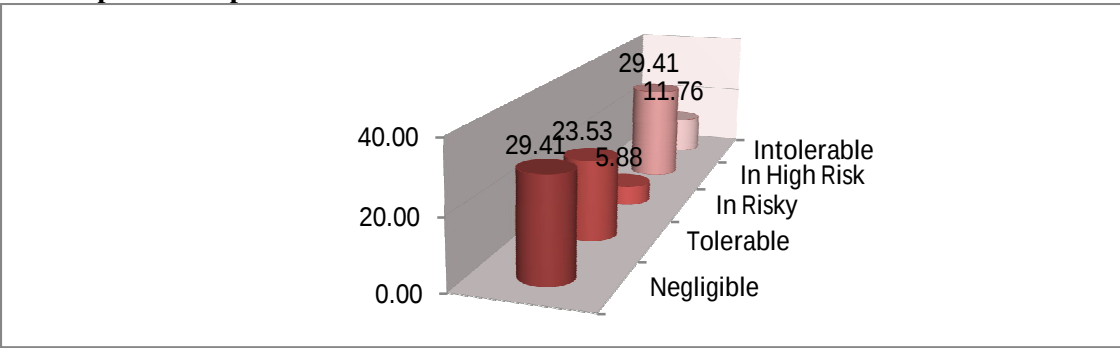
F. Creates scope of corruption:



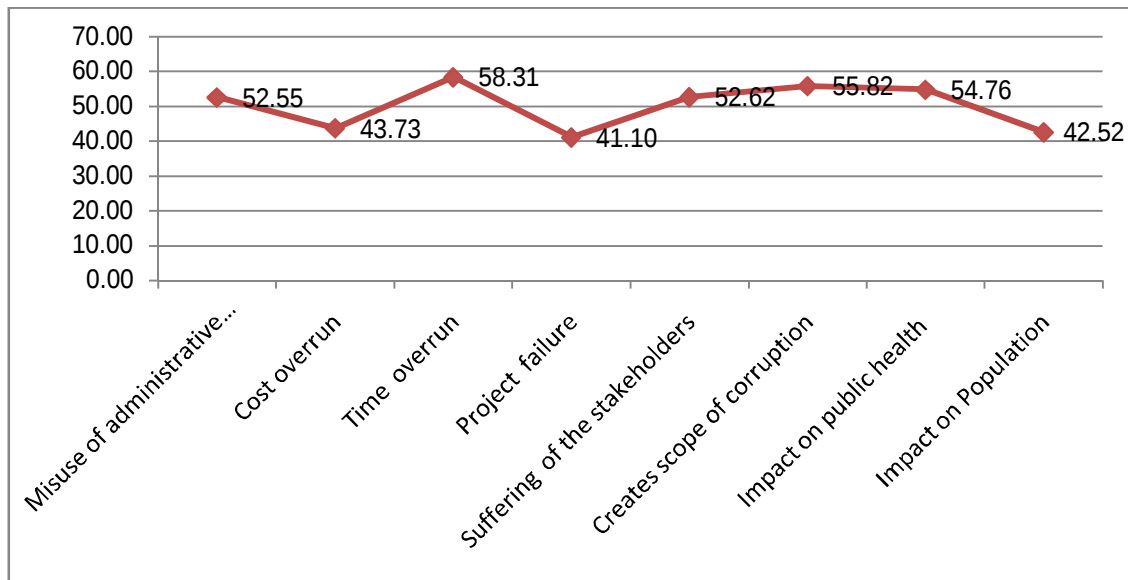
G. Impact on public health



H. Impact on Population

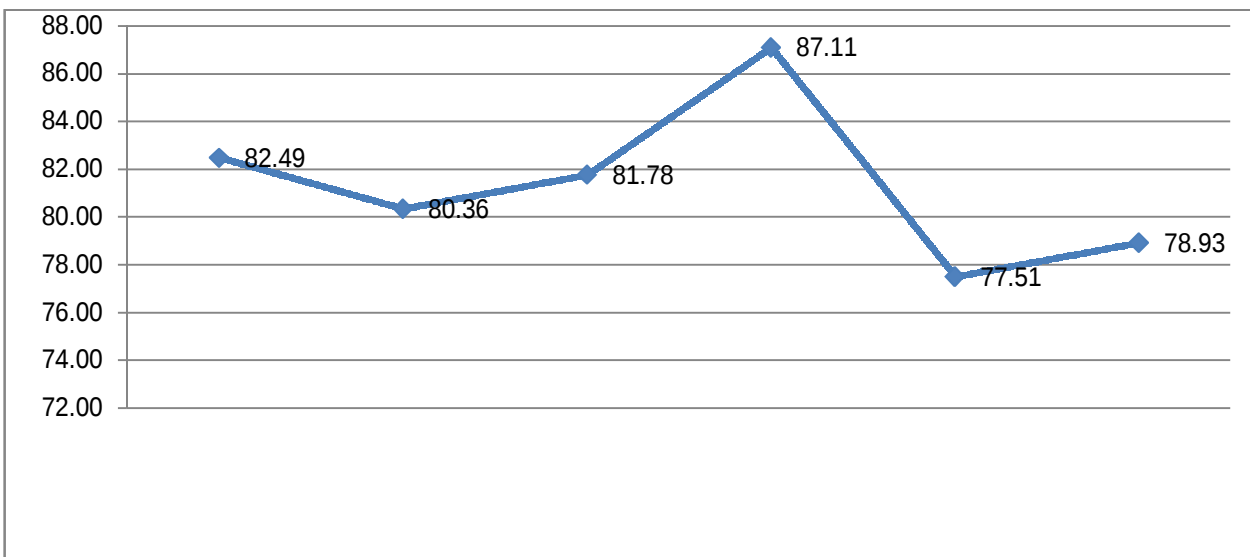


In addition to the above the average recommendation on the areas has been shown in the following graph. **It shows that all most the areas are suffered due to delay in procurement lead time.**



4. Suggestion for reduction of delay: following 6 questions were asked to the consultants/officers of MoHFW: Weightage for each question was distributed as “1”=<20%, “2”=20% - 40%, “3”=40% - 60%, “4”=60% - 80%, “5”=80% - 100%

- A Capacity building of procurement professional, TEC & Specification committee members
- B Selection of right skill for every component
- C Retaining the expertise
- D Standardization of specification
- E Bidders' capacity building
- F Creating procurement professional pool



Chapter – 5 Conclusion and Recommendations

The questionnaire survey, Literature review and focus group discussion etc. has been revealed some important things regarding delay in the lead time in the procurement process of the MoHFW. A summary of the survey in this regard has been developed on the subject thesis which is as follows:

1. Among the areas identifies, significant delay occurs in the areas like (a) Need Assessment, (b) Procurement Planning, (c) Preparation of Specification, (d) Evaluation of Bid, (e) Approval of Evaluation Report, (f) Fund Realizing Process,
2. Causes of delays are revealed as (a) lack of skilled manpower, (b) lack of knowledge on specification and sometime biasness, (c) mismatch between actual need, budget and given specification, (d) frequent changes of specification, (e) lack of confidentiality, (f) complaints, (g) external pressure, (h) lack of knowledge of the bidders in preparation of bid,
3. Impact of the delay are (a) misuse of administrative resource, (b) time overrun, (c) scope of corruption increases, (d) stakeholders suffering increases, (e) impact of public health and size of population.

Recommendation for reduction of delay in the procurement process are:

- Capacity building of procurement People:

Procurement people working in the different sectors of the MoHFW are doing procurement following Public Procurement Rules- 2008 and IDA guideline. They are also to follow different office orders of the ministry of Finance regarding the delegation of the financial power and some other matters like banking rules, port clearance procedure, taxation procedure etc. They need to remain update on all these Rules, guidelines, orders, procedures for the efficient decision making process. In this regards MoHFW may have short term, medium term and long term capacity building plan through refresher training and training.

- Capacity Building of Specification Committee Members:

DGHS is procures huge verities of items. The specifications of these items are regularly changing against the requirement of the health services. So the members of specification committee must be enough competent to prepare specifications fulfilling current requirement of the health services.

- Standardization of Specification:

Standardization of specification is a demand of the time especially for the DGHS. If a bank can be developed for the specification and it can be updated time to time delay in the procurement will be reduced.

- Increasing the capacity of the bidders:

This is another area which needs to be developed. Sometimes rebidding is required as the bidder cannot prepare the bid properly though they have all required qualification.

- Selection of right skill for every component:

Each and every step of procurement requires competent people. As DGHS procures huge varieties of items, it needs a pool of specification experts, not a simple 5 or 7 members committee.

- Retaining the expertise:

As the procurement is a technical job, it takes a significant time to develop an expert. If the expert is transferred and new officer comes he/she requires extra time to be expert again which is a cause of delay in the procurement lead time. Retaining the experts in the process is very important.

- Creating procurement professional pool: Another suggested way to avoid lack of competent professional is to create a procurement professional pool. These pool will be able to fill the gaps expert.

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1. The Public Procurement Rules 2008, Central Procurement Technical Unit, Implementation Monitoring and Evaluation Division, Ministry of Planning, The People's Republic of Bangladesh.
2. IDA's Procurement Guideline.
3. USAID | DELIVER PROJECT. 2013. *Addressing Procurement Bottlenecks: A Review of Procurement Bottlenecks in Public Sector Medicine Supply Chains and Practical Approaches Taken to Resolve Them*. Arlington, Va.: USAID | DELIVER PROJECT, Task Order 4.
4. USAID | DELIVER PROJECT. 2013. *Addressing Procurement Bottlenecks: A Review of Procurement Bottlenecks in Public Sector Medicine Supply Chains and Practical Approaches Taken to Resolve Them*. Arlington, Va.: USAID | DELIVER PROJECT, Task Order 4.
5. Islam, Anwarul and Roshni, Fatema, 2014. Technical Report on Workshop on Reduction of Lead Time of Procurement Process of Central Medical Stores Depot, DGHS dated June 5, 2014. Submitted to the US Agency for International Development by the Systems for Improved Access to Pharmaceuticals and Services (SIAPS) Program. Arlington, VA: Management Sciences for Health.
6. Islam, Anwarul, 2014. Technical Report on Consultative workshop on development of technical specification and its impact on Lead Time of Procurement Process of Central Medical Stores Depot, DGHS dated September 04, 2014. Submitted to the US Agency for International Development by the Systems for Improved Access to Pharmaceuticals and Services (SIAPS) Program. Arlington, VA: Management Sciences for Health.

Questionnaire

for

“Thesis on Evaluation of Lead Time in Procurement Process: A Case Study of Ministry of Health & Family Welfare.”

Masters in Purchasing and Supply Management, BRAC University, Dhaka.

Name of the Student: Md. Anwarul Islam

Student ID: 13382008

A.General information of the Answerer:

- i. **Name:**
- ii. **Position:**
- iii. **Education:**
 - a. Graduate
 - b. Post Graduate
 - c. Others
- iv. **Years of Experience in Procurement:**
- v. **Name of Organization presently working:**

B. Questions to the Answerer:

Q-1. How do you weight the delays in following areas:

(“1”= <20%, “2”= 20%-40%, “3”= 40%-60%, “4”= 60%-80%, :5”= 80%-100%)

SN	Item	Weight				
i.	Need assessment	1	2	3	4	5
ii.	Procurement Packaging					
iii.	Procurement Planning					
iv.	Preparation of Specification					
v.	Invitation of Bid					
vi.	Education of Bid					
vii.	Approval of Evaluation Report					
viii.	Fund Releasing Process					
ix	L/C Opening Process					

x.	Port Clearance					
xi.	Delivery					
xii.	Receiving					
xiii.						
xiv.						

Note: Please add any item if you think fit and weight it.

Q-2. Causes of delay in procurement lead time:

("1" = <20%, "2" = 20%-40%, "3" = 40%-60%, "4" = 60%-80%, :5" = 80%-100%)

SN	Item	Weight				
i.	Lack of knowledge on Rules and guidelines	1	2	3	4	5
ii.	Lack of skilled man power					
iii.	Lack of knowledge on specification					
iv.	Biasness in Specification preparation					
v.	Frequent changes of specification					
vi.	Mismatch with budget and specification					
vii.	Mismatch between actual need and specification					
viii.	Consolidation of procurement plan					
ix.	Frequent changes of procurement plan					
x.	Availability of evaluation committee members					
xi.	Biasness in evaluation					
xii.	Treating it is additional work					
xiii.	Not maintain confidently					
xiv.	Complains bidders					
xv.	External Pressure					
xvi.	No objection of Donor					
xvii.	Delay in receiving Bill of Lading etc.					
xix.	Lack of knowledge of bidders' on preparation of bid					
xx.	Bureaucracy					
xxi.						

SN	Item	Weight				
xxii.						

Note: Please add any item if you think fit and weight it.

Q-3. Impact of delay in procurement lead time

("1" = <20%, "2" = 20%-40%, "3" = 40%-60%, "4" = 60%-80%, :5" = 80%-100%)

SN	Item		Weight				
		0	1	2	3	4	5
i.	Misuse of administrative resource						
ii.	Cost overrun						
iii.	Time overrun						
iv.	Project failure						
v.	Suffering of the stakeholders						
vi.	Creates scope of corruption						
vii.	Impact on public health						
viii.	Impact of Popoulation						
ix.							
x.							

Note: Please add any item if you think fit and weight it.

Q-3. Impact of delay in procurement lead time

("1" = <20%, "2" = 20%-40%, "3" = 40%-60%, "4" = 60%-80%, :5" = 80%-100%)

S N	Item	Weight				
		1	2	3	4	5
i.	Capacity building of procurement professional, TEC & Specification committee members					
ii.	Selection of right skill for every component					
iii.	Retaining the expertise					
iv.	Standardization of specification					
v.	Bidders' capacity building					
vi.	Creating procurement professional pool					

VII						
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Note: Please add any item if you think fit and weight it.

Disclaimer: The information given against the questionnaire not confident and will be used for the purpose of thesis regarding the procurement lead time.