



**A Report
on
Public Procurement Practices in Noakhali District Administration**

A Report Presented to The Brac Institute of Governance & Development (BIGD)
in Partial Fulfillment of the Requirements for the Degree of Masters in
Procurement & Supply Management (MPSM)

Date: June, 2020

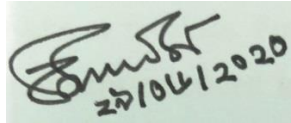
**A Report
on
Public Procurement Practices in Noakhali District Administration**

Declaration

It is hereby declared that

1. The report submitted by me is my own original work while completing masters in MPSM.
2. The report does not contain any component published previously, except where that is appropriately cited through proper referencing.
3. The report does not contain material which has been accepted, or submitted, for any other degree at a university or other educational/research institution.
4. I have acknowledged all the sources from where I got help.

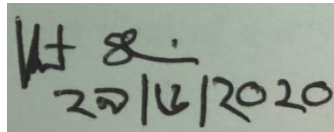
Student's Full Name & Signature:



Md. Emamul Hafiz Nadim

ID: 18182009

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Israt Shadmin

Additional Deputy Commissioner

Office of the Deputy Commissioner, Noakhali

Letter of Testimonial

Syeda Salina Aziz
Programme Manager
BRAC Institute of Governance and Development (BIGD)
BRAC University

Subject: Internship report on “**Public Procurement Practices in Noakhali District Administration**”

Dear Sir,

It's my great pleasure to inform you that I have completed my required report for the fulfillment of masters in Procurement & Supply Management (MPSM) at Brac University. The report focuses on public procurement practices. As I'm working as an Assistant Commissioner and Executive Magistrate at Noakhali District Administration I got chance to observe public procurement practices in District Administration very closely. Public procurement follows basically PPR, 2008 for goods, works or services. For the convenience of making report I focused on procurement methods mostly practiced in District Administration like Direct Purchase Method (DPM), Request for Quotation Method (RFQM) and Open Tendering Method (OTM).

For the preparation of this paper, I studied all the relevant rules and regulations related to DPM, RFQM and OTM methods and describe three case studies from beginning to the last. I believe the knowledge that I gathered while I was making this report will definitely help me to understand the core concept of these three methods. I hope this report will fulfill your expectation. I'm available for any kind of query and further clarification for this report.

Sincerely,

Md. Emamul Hafiz Nadim
ID No: 18182009
BIGD, Brac University

Acknowledgement

At the very beginning of the report I want to thank almighty Allah for giving me the patience and opportunity to complete this report.

I want to thank the honorable Deputy Commissioner of Noakhali Mr. Tanmaya Das for giving me the chance to observe the procurement practices in Noakhali District Administration. I want to thank my work place supervisor Ms. Israt Shadmin, Additional Deputy Commissioner (General), Noakhali District Administration for guiding me to prepare this report. Without her proper instruction and guidance it would be very tough for me to prepare this report.

I also want to thank Mr. Abdur Rouf Mondol, Deputy Director of Local Government (DD-LG), Mr. Mohammad Abu Yusuf, Additional Deputy commissioner (Revenue), Mr. Tarekul Alam, Additional Deputy Magistrate, Noakhali District Administration for their cooperation and support. Beside I also want to thank all my colleagues and BIGD for their continuous support and help.

Executive Summary

District Administration plays an important role as field administration in Bangladesh which ultimately represents the central government and act as a coordinator of various development activities of government. Every year like other government agencies, District Administration of Noakhali performs some procurement activities based on the PPR, 2008 and other government instructions published in time to time. The procurement activities are both from revenue budget and development budget. The aim of this report is to understand the procurements methods which are being practiced in DC office. As a probationer, this report helped me in many ways. I observed how Direct Purchase Method (DPM), Request for Quotation Method and Open Tendering Method (OTM) are practiced in real life and how these methods are performed according to the government guideline (PPR, 2008). As a part of the report, I also got the opportunity to know about the core activities of all the sections in Noakhali District Administration. I came to know about the annual budget allocation for DC office and the expenditure procedures while preparing this report. Finally I find out some recommendations for further improvement of the present situation.

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List of Acronyms

DC	Deputy Commissioner
ADC	Additional Deputy Commissioner
PPA	Public Procurement Act
PPR	Public Procurement Regulation
DPM	Direct Purchase Method
RFQM	Request for Quotation Method
OTM	Open Tendering Method
NDC	Nezarat Deputy Collector
RDC	Revenue Deputy Collector
CDSP IV	Char Development and Settlement Project (Phase IV)
CPTU	Central Procurement Technical Unit.
DPP	Development Project Proforma
VAT	Value Added Tax
HOPE	Head of Procuring Entity
e-Tendering	Electronic Tendering
AC	Assistant Commissioner
CCEA	Cabinet Committee on Economic Affairs

1.0 Introduction

1.1 Origin of the report

As a mandatory part to complete my masters in Procurement and Supply Management (MPSM) in BRAC University, I have completed my report at my workplace in Noakhali District Administration. This report is based on my experience related with procurement practices by different section of District Administration. The report is titled as “Procurement Practices of Noakhali District Administration”. There are several practices of procurement methods in District Administration which have to ultimately follow the Public Procurement Act-2006 (PPA, 2006) and Public Procurement Regulations-2008 (PPR, 2008). I basically work with the Nezrath and revenue section but which ultimately helped me to understand the overall procurement functions of the Noakhali District Administration. I had to work with different stuffs and personnel of Noakhali District Administration who are directly responsible for different kinds of procurement practices. Overall it was a wonderful journey and they guided me the right way so that I could get the maximum opportunity to learn from my work place.

1.2 Objective of the report

The overall objective of this report is to fulfill the requirement of capstone integrative course, PSM-665: Report. The Course is project based and requires submission of a Report, where the student can also develop investigative, analytical and communication skills. Apart from that, the general objective of this report is to understand the *procurement practices of Noakhali District Administration*.

1.3 Specific objectives

- To know the procurement practices of Noakhali District Administration
- To know Direct Purchase Method (DPM), Request for Quotation Method(RFQM) and Open Tendering Method (OTM) with practical example
- Provide suggestions where there is opportunity for improvement.

1.4 Significance of the report

The significance of the report is:

- Get an overview of public procurement practices in Noakhali District Administration

- To know the details of procurement activities like DPM, RFQ and OTM
- To provide possible recommendations to improve the overall procurement activities of Noakhali District Administration.

1.5 Methodology

To make this report both primary data and secondary data are used. I followed various ways to collect data from primary and secondary sources. I primarily collect data from primary sources like interview of the stuffs working in mainly Nezarath and Revenue section of Noakhali District Administration. For any query I communicate with my supervisor and reporting boss ADC (General) of Noakhali District Administration Ms. **Israt Shadmin**. The aim of the interview is to know the different procurement procedures which are performed in DC office. I tried my best to point out the key findings from the interviews with notes for future clarification.

For secondary data I mainly depended on the PPA-2006 and PPR-2008 which is considered as a bible for Public Procurement in Bangladesh. I visited different websites of government agencies, previous published papers related to public procurement and the office files of Nezarath and Revenue section to get a clear knowledge about procurement in government sector.

1.6 Limitation

Some constraints of this paper are given below:

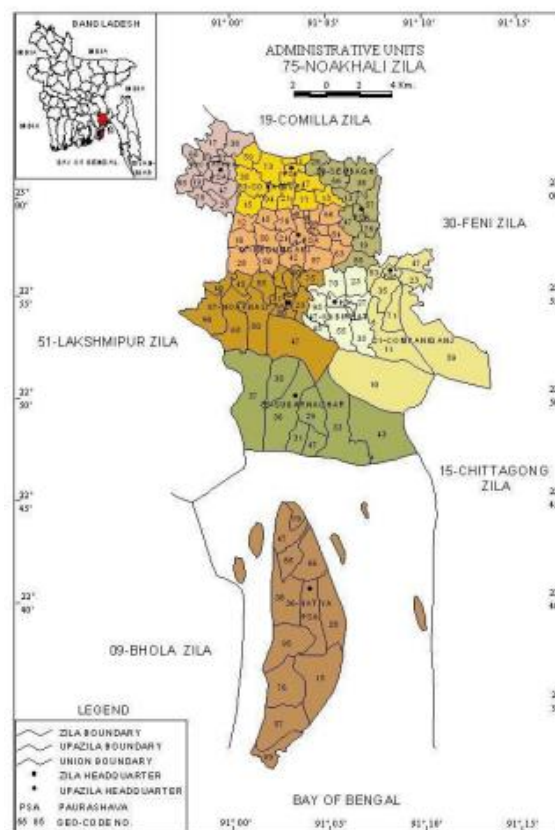
- ✓ Because of the working pressure especially in Nezarath section and Revenue section, it was a time consuming process to collect primary and secondary data.
- ✓ Because of the most frequent purchasing processes in district administration, Only DPM, RFQ and OTM processes were studied.

2.0 Organization Overview

2.1 Noakhali District at a glance

Noakhali district is situated in south-eastern part of Bangladesh. It is situated in the Chittagong Division. It has an area which is about 4200 square kilometers. Noakhali district is situated close to Bay of Bengal. This district was previously named as Sudharam/Bhulua. Bamni and the Meghna are the main rivers of this district. Comilla is situated on the north side of this district. The southern part of this district is covered by Meghna estuary and the Bay of Bengal. On the east side of the district, Feni and Chattogram districts are situated and Lakshmipur and Bhola are on the west. It is believed that the previous district headquarter was situated near the Noa khal or new canal which might be the source of the name “Noakhali”.

District Map



2.2 History of Noakhali District Administration

The previous name of Noakhali district was Bhulua. This area was a part of Dhaka ‘Neyabot’. After the British occupation, Bhulua became a part of Mymensing region in 1786 and a part of Tripura district in 1789. Bhulua was declared as a district for the administrative purpose in 29 March, 1822 by the governor general. That time part of Feni, Lakshmipur and south Shahbajpur was part of Noakhali District. The official name of Noakhali was declared in 1868 by Government. At the beginning, Divisional Commissioner took the responsibility of civil and session judge. Civil judge was first appointed in 21 April, 1877. In the 60s of last decade, the main Noakhali city was demolished due to the riverbank erosion. For this reason, the main town of the district was shifted to a new place named Maijdee. In 1984, when subdivision system was demolished, the greater Noakhali district was divided into Noakhali, Lakshmipur and Feni.

2.3 Mission and vision

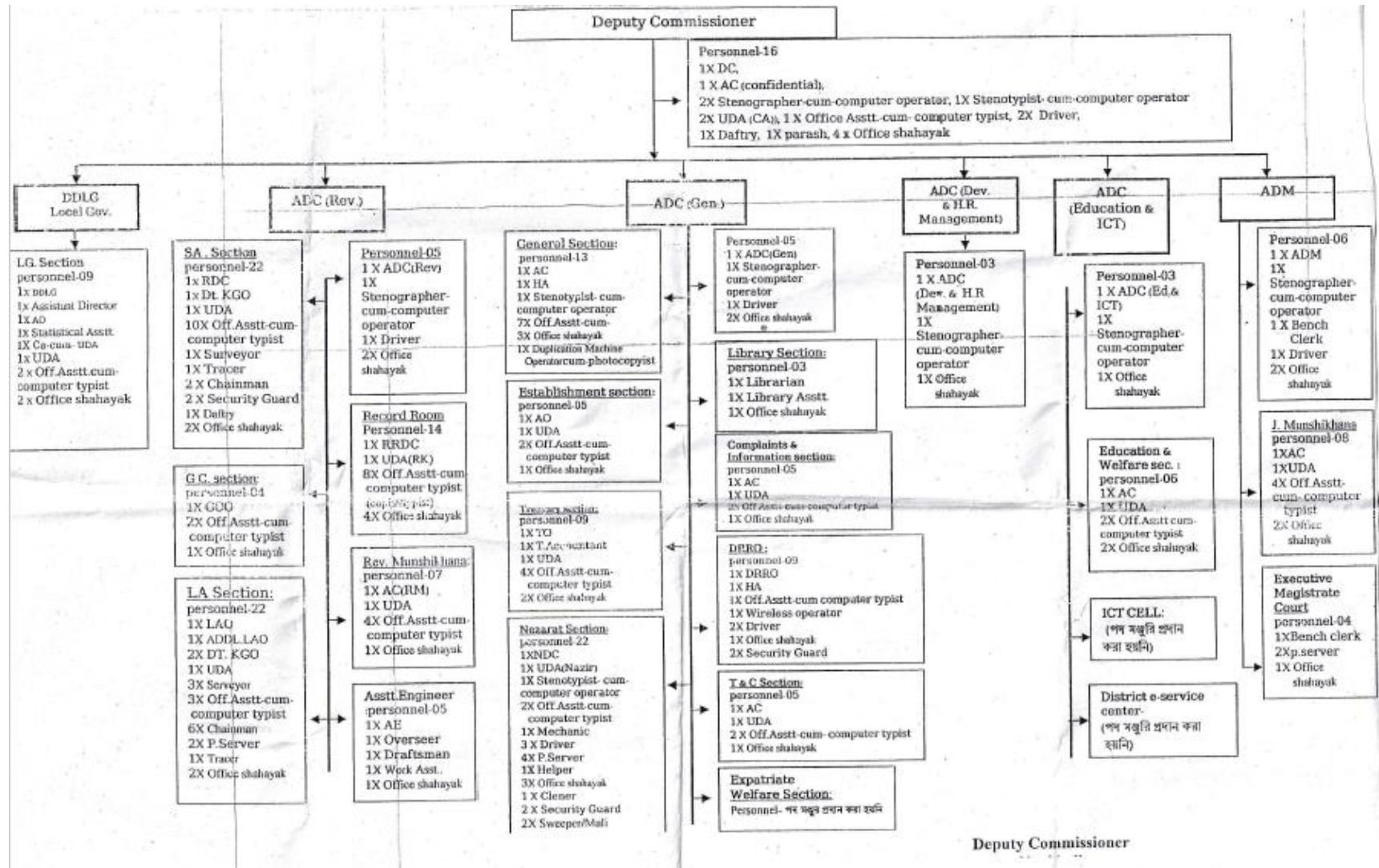
Mission

Transparent, efficient, dynamic, development oriented and public friendly administration

Vision

Development of administrative efficiency, proper use of ICT facilities, change of attitude of service provider and ensuring timely and standard service by innovative ways.

2.4 Organizational hierarchy



2.5 Different section of Noakhali District Administration

The different sections of Noakhali DC office:

1. Treasury Section
2. Nezarat Section
3. General Certificate Section
4. Record Room
5. Local Government Section
6. General Section
7. RM Section
8. ICT Section
9. Education Section
10. JM Section
11. Library, Forms and Stationary Section
13. Land Acquisition Section
14. Expatriates' Welfare Section
15. Disaster and Rehabilitation Section
16. Establishment Section
17. Protocol cell
18. Revenue Section
19. Information & Complain Cell

Nezarat Section

Nezarat Section of Deputy Commissioner's office is one of the most important and the busiest part of the DC office. The image of the DC office largely depends on the performance of the Nezarat section. This branch basically deals with giving Protocol to the VIPs, Maintaining the travel schedule of the VIPs and taking appropriate measures required for those schedules, Management of the different national and governmental programs, management of the Circuit House, Dak-bungalow, Rest houses, Requisition of the vehicles for any emergency need, Employee establishment, Process initiation, Umedar (temporary employee) related matters, Management and maintenance of the office machineries, Dissemination of the Govt. houses, Hidden treasures and other mobile property related works, Vehicle maintenance of the

transportation pool, Keeping the accounting of the fuel for the govt. vehicles, Taking care and in charge of the newly recruited gazetted officers etc. The responsible officer of this branch is called as 'Nezarat Deputy Collector' or NDC. Some of the core activities of this section are mentioned below:

- 1) Government Buildings and Circuit House: All activities related to the maintenance, care, management, development activities, including circuit house of the district, are done from the Nezarat Section.
- 2) Vehicle: All the activities of the District Administration are managed, repaired, maintained and managed by the Nezarat Section.
- 3) Fuel: All government vehicles of the District Administration carry out the allocated fuel (180 liters / car) and nearer Section of supervision.
- 4) Regarding salary and allowance of 4th class employees: The work of preparing and paying the salary and allowances of all the fourth-class employees (17th to 20th grade) of the District Administration is also done through Nezarat Section.
- 5) Appointment and transfer of 4th class employees: The activities related to the recruitment and transfer of all the fourth-class employees of the District Administration are carried out through Nezarat Section.
- 6) Car Requirement: If any additional requirement is required for any state requirement, then the obligation of the requisition of the requisite vehicle is made by NDC on the behalf of Nezarat Section.
- 7) Regarding VIP protocol: Nezarat Section looks after the VIP and VVIP movement, which pass through the district.
- 8) Receipt and distribution of letters: All the letters related to the protocol and the responsibility of sending them to the appropriate authorities according to the needs of the Nezarat Section.
- 9) Licensing: Issuing license and renewal of license of cinema halls, retail and wholesale fabrics, dairy products, bricks, hotels etc. are carried out by Nezarat Section.
- 10) Regarding office equipment: Different essential office equipment are purchased, stored and supplied to the different sections through Nezarat.
- 11) Regarding various National Days celebration: Nezarat Section on behalf of the District Administration performs all the functions properly for celebrating various state days.

Establishment Section

1. Posting of officers and stuffs in different sections
2. Office management
3. Arrangement of various stuff meetings
4. Preparation of Annual Performance Agreement
5. Annual budget preparation, collection and distribution
6. Dealing Annual Confidential Report (ACR) of employees
7. Activities related with training, foreign travel and departmental exams of officers and stuffs
8. Activities related with welfare of the stuffs

General Section

1. Work related with receiving letters
2. Provide grant to insolvent cultural organizations and Cultural Personalities
3. Provide grant to insolvent youth organizations and sportsmen
4. Various grants distribution related activities
5. Activities related to distribution, acceptance and sending of Hajj application to the Hajj office
6. Various types of activities related to the celebration of National Days
7. Activities related to sending government orders, circulars, instructions etc. issued by various ministries to all divisional offices of the district and all upazilas
8. Activities related to census, labor and labor organizations
9. Activities related to procurement of food grains, verification and inspection of food storage depot
10. All activities related to NGOs
11. Activities related to receipt of memorandum and transfer it to the higher authorities

Revenue Section

1. Activities related to posting of officers in revenue administration
2. Posting related activities including recruitment / transfer / promotion of 3rd and 4th class officers / employees of revenue administration

3. Activities related to Sairat Mahal (Jalmahal / Balumhal / Hijal Karach Bagh / Hatbazar)
4. Functions related to the implementation of Adorsho/Asrayon projects
5. All activities related to land management
6. Activities regarding the monthly salary/allowance/bill payment of the employees of SA section
7. Undertaking activities related to land development tax, mutation, rent certificate case etc
8. Activities related to eviction of khas land
9. Arranging annual revenue meeting
10. Preservation and distribution of ongoing survey information
11. All activities related to audit objections / settlement of revenue administration
12. Settlement of application for changing land type
13. Preparation and sending of information sought by the Parliamentary Standing Committee
14. Work related to khas land management and settlement
15. All activities related to construction / renovation of Upazila / Union Land Office

Judicial Munshikhana (JM) Section

1. Meetings on Police Magistracy, Suppression of Violence against Women and Children, Smuggling, Law and Order, Drugs, Acid, Sensational Cases, etc., Preparation and Evaluation of Minutes
2. Activity related to public safety and law and order, issue of section 144
3. Activities related to various public examinations, elections, evictions and the appointment of magistrates to maintain law and order
4. Prison related activities (release of detainees, juvenile, execution of documents at the jail gate, return of monthly reports, inspection of prisons by senior officers, etc)
5. Replies to the various orders of the High Court (His Excellency), notices, replies to the ruling, etc
6. Execution of summons / warrants and various orders to the witnesses coming from the courts of this district / other districts
7. Appointment of Magistrate for exhumation of dead body / auction as per order of the court
8. Work related to cases filed for political reasons

9. Permission for various meetings
10. Work related to licensing of firearms like guns, pistols, revolvers etc., issuance of acid licensing, issuance of no-objection certificate for sale of fuel oil and explosives
11. Work related to printing and publications of newspapers and magazines
12. Work related to mobile court management
13. PP / APP recruitment and billing work
14. Cable network related work
15. Miscellaneous applications regarding various complaints
16. BRTA related work

Education Section

1. Adoption of admission tests in different government and non-government secondary schools: proper management, supervision and coordination
2. Supervision of the drop-outs of students admitted in secondary school
3. Supervision and coordination of distribution of free textbooks in the scheduled time among secondary level students
4. Properly organizing, supervising and coordinating JSC, JDC and SSC and equivalent examinations
5. Inspecting secondary schools and sending reports to the concern ministry/divisions
6. To take admission test in different government and non-government colleges: supervision and coordination
8. Ensure HSC and equivalent examinations in corruption-free environment
09. Forwarding application of academic recognition for educational institutions
10. Appointing presiding officer for educational institution
12. Inspection of different allegation against educational institutions
13. Providing tribal certificate
14. Providing medical grant to government employees and their families
15. Providing education grant to the children of government employees

Local Government Section

1. Managing the oath of union council chairmen
2. To honor the chairman and members of the Union Parishad

3. Processing of complaints raised against the chairman and members of the Union Parishad
4. Processing of proposals for removal of Union Parishad chairman and members
5. Recruitment of union council secretary
6. All the activities related to the establishment of Union Council Secretaries
7. Payment of government part of the salary of Union Parishad employees
8. Supervision, monitoring and evaluation of the overall activities of local government institutions through the local government
9. Providing Birth Certificate and correction of Birth/Death Certificate
10. Forwarding Ex Bangladesh Leave applications of UP Chairmen

Land Acquisition Section

1. Providing compensation for acquired land (for recorded owner)
2. Providing compensation for acquired land for owner by purchase
3. Providing compensation for acquired land for owner by inheritance
4. Providing compensation for acquired land for owner by power of attorney

District E-Sheba Section

1. Receive application of Khatians and distribution of copies

Complain and Information section

1. According to the nature of the complaint, appointing an investigating officer to search for the information
2. Taking necessary steps as per the rules according to the report submitted by the investigating officer
3. Implementation of Right to Information Act, 2009

Record Room section

1. For general application: providing certified copy of CS, SA, RS porcha (ledger)
2. For urgent application: providing certified copy of CS, SA, RS porcha (ledger)
3. For general application: providing sahimohori of cases (file)
4. For urgent application: providing sahimohori of cases (file)

5. Providing certified copy of revenue cases
6. Providing mouza map

Treasury section

1. Providing stamp vendor license
2. Renewing stamp vendor license
3. Providing non-judicial stamp
4. Taking Court Fees
5. Distributing Revenue Stamps
6. Distributing Judicial Stamps
7. Providing Special Sticky Stamps
8. Providing Public Postage
9. Deed Documents

Expatriate welfare Section

1. Solving different complains of expatriates
2. Issuing unmarried certificate
1. Arrangement of returning of the dead bodies of expatriates from foreign countries
3. Solving different complains of the family of expatriates

RM Section

1. Conducting civil cases in various courts through government prosecutors
2. To pay the bill related to the handling of cases on behalf of the government submitted by the Government Pleaders (GPs) and Public Prosecutors (PPs)
3. Sending monthly statements on civil cases
4. Activities regarding the power of attorney

General Certificate Section

1. Activities related to recover various government dues through civil courts (excise tax, duty, income tax, fines, municipal tax, arrears of various banks and financial institutions, stamp deficit duty, etc.)
2. To handle the proceedings of various cases filed under 1913

ICT Section

1. Monitoring of district e-service system and ensuring its best use
2. To work for the implementation of National Information and Communication Technology Policy, 2009
3. To monitor the activities of Union Information and Service Center (UISC)
4. Arranging video conferencing with various agencies
5. To work as per the guideline of a2i, Ministry of Information and Communication Technology and Bangladesh Computer Council for the implementation of Vision 2021-Digital Bangladesh

3.0 Methods of Public procurement

Procurement means the purchasing, hiring or obtaining of goods/works/services by any contractual process. It is one of the important components for implementation any development projects or to run any organizations. For providing better services, all offices/organizations/projects have to procure goods, works & services in time. Public procurement (PP) process of Bangladesh is exercised by the Public Procurement Act (PPA, 2006) and Public Procurement Rules (PPR, 2008) for ensuring transparency and accountability in all Public procurement for ensuring value for money throughout the public sector organizations of the country. As a developing country, Bangladesh utilizes huge amount of national budget for procurement of goods, works and services (Mannan and Islam, 2013).

What is procurement method?

Procurement Method is the Process used in transforming requirements into Purchase Orders or Contracts. This is mentioned in Public Procurement Act (PPA, 2006) and further detailed in Public Procurement Regulations (PPR, 2008). The main aim is to achieve value of money. In choosing appropriate procurement method, procurement entity must consider the size of the local market or purchase volume or value of the contract. Appropriate procurement method is closely related with procurement planning. According to the section 31 and 32 of PPA-2006 and rule 61 and 62 of PPR-2008, to purchase goods and works in public procurement the following methods are followed:

- ✓ Open Tendering Method (OTM) (Rule 61-62)
- ✓ One stage Two Envelop Tendering Method (OSTETM) (66A-68B)
- ✓ Limited Tendering Method (LTM) (Rule 63-64)
- ✓ Two Stage Tendering Method (TSTM) (Rule 65-68)
- ✓ Request for Quotation Method (RFQM) (Rule 69-73)
- ✓ Direct Purchase Method (DPM) (Rule 74-82)

According to the section 31 of PPA, 2006 Open Tendering Method (OTM) should be the Preferred Method to ensure competition and transparency under equal terms. According to the section 32 of PPA, 2006, the Head of Procuring Entity or any other officer with delegated

financial power can approve other procurement method considering the technical or economic condition. According to the section 32 (KHA) (A), for technical reason if there is only one bidder to purchase any goods/works/physical service, Direct Purchase Method (DPM) can be followed.

According to the rule 75 of Public Procurement Regulations, 2008, direct contracting is one of the contracting methods in Direct Purchase Method (DPM). The conditions for direct contracting are described in rule 76. According to the conditions described in rule 76(ka) to 76 (ta), the procuring entity can invite any single supplier or contractor to submit tender.

Open Tendering Method (OTM)

OTM is the highly recommended method for Procurement. In this process, tenders are invited from all qualified Tenderers through advertisement under Rule-90. It shall be mandatory to advertise IFT in at least 1 English & 1 Bangla national newspaper. Advertisement should also be published in CPTU website. Corrigendum (if any) should be published in the same newspaper & website. Minimum time allowed for preparation and submitting tenders for Goods/Works /Physical Services shall not be less than:

14 days for Procurement upto Tk. 2 crore BDT

21 days for contracts above Tk 2 crore & upto Tk. 5 (five) crore BDT

If national urgency arises, CCEA may reduce the time for Procurement processing.

Limited Tendering Method (LTM)

PE may undertake LTM in the following circumstances:

- a) When there re limited number of qualified Suppliers or Contractors; or
- b) When GOB establishes a policy to standardize

PE may invite tenders from enlisted suppliers/contractors. Submission of Tender Security shall not be compulsory but Performance Security shall be required.

Direct Procurement Method (DPM)

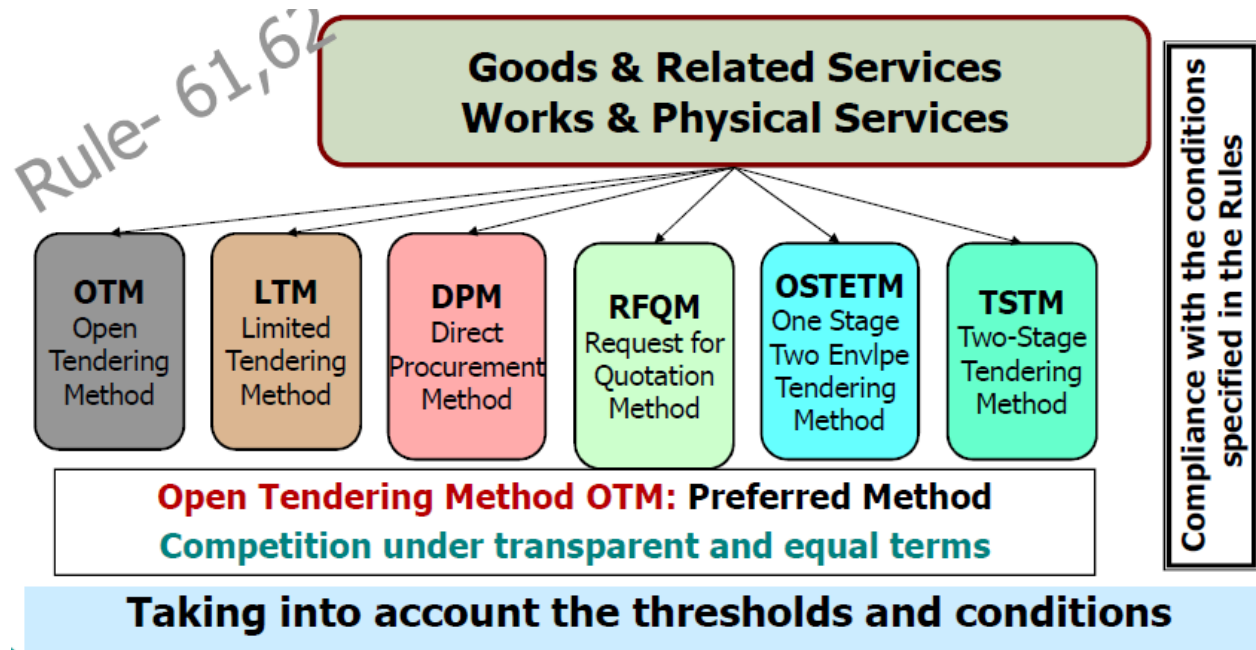
The process of procuring goods and related services from a single supplier without going through all the requirements of a regular tendering process and restricted to purchase of goods up to the fixed thresholds. It is not recommended as a competitive & transparent process. PE may use the DPM for Procurement for Goods & Works from single source without going through tendering method.

Two-Stage Tendering Method (TSTM)

PE can use this Method for large or complex procurement, such as supply, installation & commissioning of a plants or works. 'Complex' means PE is not able to prepare technical specifications or requirements in advance because of rapidly changing technology or PE does not hold the capability to prepare a full technical specification.

Request for Quotation (RFQ)

PE can procure by means of RFQ for the purchase of readily available products in the market, commodities with standard specifications which are small in value, emergency maintenance work, repairs or renovation of any public sector installations for which other procurement methods are not acceptable on the basis of cost or efficiency.



4.0 Procurement in Noakhali DC office

Ministry of public administration (MOPA) allocates budget from the national budget for all 64 districts in Bangladesh. This budget allocation for District Administration covers all expenditure cost, administrative costs and other costs. Generally this budget is allocated from MOPA after the approval of national budget in the month of July (generally within first week) in every financial year. Budget is allocated item wise (with specific) code. Some instructions which are given from MOPA related with annual budget allocations for District Administrations are given below:

- ✓ Extra expenses cannot be done because grant of extra expenses is not permitted.
- ✓ For any query about annual budget allocated contact with MOPA is advised.
- ✓ After getting the budget allocation at the beginning of a financial year, every DC office will prepare their annual budget implementation plan so that spending of the allotted money in a hurry at the end of the year could be avoided.
- ✓ After the end of any financial year, completion report with expenditure statement must be submitted to MOPA

A glimpse of annual budget for the financial year 2019-20 is given below:

১০৭-জনপ্রশাসন মন্ত্রণালয়																	
২০১৯-২০ অর্থবছরের ১০৭০৩০২-জেলা প্রশাসকের কার্যালয়সমূহের বাজেট বন্টন																	
ক্রমিক	ডেলার নাম	৩১১১১০১- মূল বেতন (অফিসার)	৩১১১১০২- মূল বেতন (কর্মচারী)	৩১১১১০৩- যাতায়াত ভাতা	৩১১১১০৪- শিক্ষা ভাতা	৩১১১১০৫- পাহাড়ি ভাতা	৩১১১১০৬- বাড়ি ভাড়া ভাতা	৩১১১১০৭- চিকিৎসা ভাতা	৩১১১১০৮- মোটর সেলফোন ভাতা	৩১১১১০৯- আবাসিক টেলিফোন নগদায়ন ভাতা	৩১১১১১০- টিফিন ভাতা	৩১১১১১১- খোলাই ভাতা	৩১১১১১২- উৎসব ভাতা	৩১১১১১৩- শ্রুতি ও বিবোধন ভাতা	৩১১১১১৪- আপায়ন ভাতা	৩১১১১১৫- সম্মানী ভাতা	৩১১১১১৬- বাংলা নববর্ষ ভাতা

১০৭-জনপ্রশাসন মন্ত্রণালয়																		
২০১৯-২০ অর্থবছরের ১০৭০৩০২-জেলা প্রশাসকের কার্যালয়সমূহের বাজেট বন্টন																		
ক্রমিক	ডেলার নাম	৩১১১১০৬- আপায়ন ব্যয়	৩১১১১০৭- সাকুল্য বেতন (সেরভারি কর্মচারী ব্যতীত)	৩১১১১০৮- প্রাইন সংক্রান্ত ব্যয়	৩১১১১০৯- সেমিনার/ কনফারেন্স ব্যয়	৩১১১১১০- বিদ্যুৎ	৩১১১১১১- পানি	৩১১১১১২- ইকারটেজ/ ফায়ার/ টেলার	৩১১১১১৩- জাক	৩১১১১১৪- টেলিফোন	৩১১১১১৫- প্রচার ও বিজ্ঞাপন ব্যয়	৩১১১১১৬- বইপত্র ও সামগ্রী	৩১১১১১৭- পরিবহন ব্যয়	৩১১১১১৮- প্রশিক্ষণ	৩১১১১১৯- ভ্রমণ ব্যয়	৩১১১১২০- নদনি ব্যয়	৩১১১১২১- বর্ণচিত্র সামগ্রী	৩১১১১২২- মূল্য ও বই

১০৭-জনপ্রশাসন মন্ত্রণালয়														
২০১৯-২০ অর্থবছরের ১০৭০৩০২-জেলা প্রশাসকের কার্যালয়সমূহের বাজেট বন্টন														
ক্রমিক	ডেলার নাম	৩১১১১০৩- অন্যান্য মনিহারি	৩১১১১০৪- কারখানা প্রদান	৩১১১১০৫- পোশাক	৩১১১১০৬- চিকিৎসা ব্যয়	৩১১১১০৭- আসবাবপত্র (মেরামত)	৩১১১১০৮- কম্পিউটার (মেরামত)	৩১১১১০৯- অন্যান্য যন্ত্রপাতি ও সরঞ্জামাদি (মেরামত)	৩১১১১১০- অনাবাসিক ভবন (মেরামত)	৩১১১১১১- অন্যান্য ভবন ও স্থাপনা (মেরামত)	৩১১১১১২- টেলিযোগাযোগ	৩১১১১১৩- সরঞ্জামাদি (মেরামত)	৩১১১১১৪- পৌর কর	৩১১১১১৫- স্বাস্থ্য মঞ্জুরি

Methods of procurement in DC office

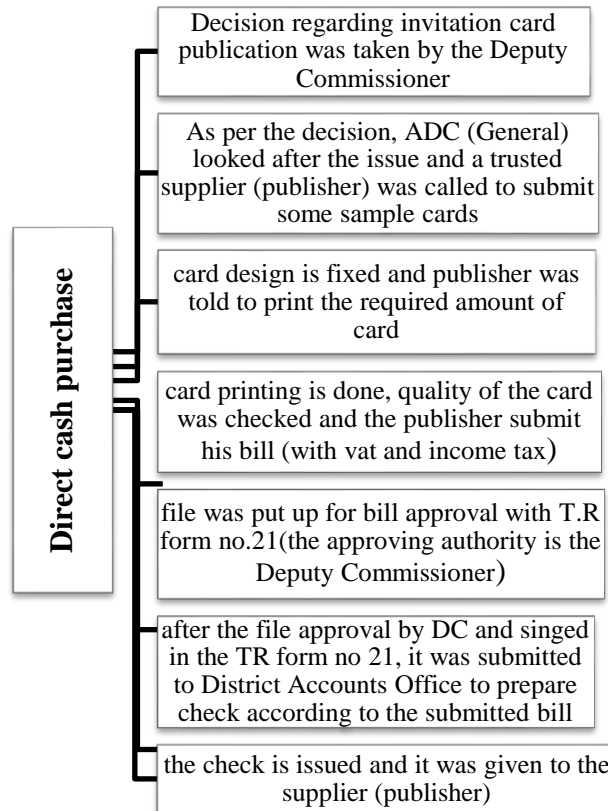
Generally three procurement methods are frequently followed in Noakhali DC office. These are:

- I. Direct Purchase Method (DPM)
- II. Request for Quotation Method (RFQM)
- III. Open Tendering Method (OTM)

4.1 Direct Purchase Method (DPM)

In case of DPM, Direct Cash Purchase is most frequently used method in Noakhali DC office. As per Rule- 81 of PPR,2008, the Procuring Entity(in this case DC office) can follow Direct Cash Purchase for low value goods and urgent services up to taka 25,000/- (for revenue budget) in each case and annual aggregate amounts of ten lac.

Now a direct cash purchase method will be described step by step. In this case the purchase item was invitation card to celebrate Independence Day (26th March, 2020) of Bangladesh and card envelop. The steps were:



In this case the amount did not cross the limit of 25,000/-. So direct cash purchase is applied here. In the case of issuing check to the suppliers, two methods can be followed:

- a. Cheque is issued to the account of Deputy Commissioner. After the encashment of the cheque, the net amount (after deducting vat and tax) is given to supplier (publisher) of the goods/product.
- b. Sometimes if the supplier is regular in supplying goods, the cheque is issued directly to the bank account of supplier from AG office.

Comments:

- ❖ Most of the cases procurement is not through a formal committee of not more than three members as required by Rule 81(2). Also it is not clear that whether inclusion of an external member is mandatory or not in that committee.

4.2 Requests for Quotation Method (RFQM)

In this case a maintenance work in the financial year 2019-20 which was done by RFQ method will be described. In this case, in the financial year 2019-20, Noakhali District Administration got 2 lakh for repair and maintenance in the code 3258108 in annual budget. As the amount is greater than 25000/- and less than 3 lakh BDT, according to PPR, 2008 RFQ should be followed. The maintenance and repair work was planned for SA section of DC office. The total RFQ procedure is described below:

- ✚ First to start the procurement task, it was mandatory to approve the RFQ method by the Head of Procuring Entity (HOPE). In this case the head of procuring entity is Deputy Commissioner, Noakhali. File was initiated for approval. This approval is indicated in the rule 2 (15) of PPR. 2008. The file was placed for the approval of HOPE.
- ✚ After the approval, standard tender document for PG 1 was prepared. After that, according to rule 71(1) of PPR, 2008 file was placed to approve the quotation which would be sent to the suppliers. According to the 71(2) of PPR, 2008 proposal also placed to submit the trade license, TIN (tax identification number), VAT registration & Bank solvency certificate of the bidders who would submit quotation. After the approval of the note, Pursuant to Rule 71(1) and Rule 71(2) of the Public Procurement Rules, 2008, RFQ was invited through letter. It was also published in the website of DC office including posting in the Notice Board. Probable bidders were given 1 week time to submit their quotations.
- ✚ After the procedure was done, a tender opening committee (rule 7, PPR, 2008) consisting of three members (one from external office) was proposed and it was placed for approval. The structure of the committee was as follow:

Nezarat Deputy Collector (NDC)	convener
A correspondent on behalf of Executive Engineer (PWD), Noakhali	member
Administrative officer, DC office, Noakhali	member

Again, a tender evaluation committee (rule 8 (2) & 8 (8), PPR, 2008) consisting of three members (one from external office) was proposed and it was also placed for approval in the same note. The structure of the committee was as follow:

Additional Deputy Commissioner (Revenue), Noakhali	convener
A correspondent on behalf of Executive Engineer (PWD), Noakhali	member
Nezarat Deputy Collector (NDC)	member

- ✚ After 1 week, specific time which was given in the quotation notice, tender opening committee sat for opening the quotations submitted by the bidders. After that, tender evaluation committee meeting was held in the same day.
- ✚ Three bidders for example A, B, C placed their quotations. Tender evaluation committee (TEC) had done all sort of verification. After the verification it was found that bidder A quoted the lowest price. After considering the price and other relevant considerations TEC decided to recommend “A” traders to give the purchase order. A resolution was prepared according to the decisions of the TEC meeting.
- ✚ Now, after the tender evaluation committee meeting, file was placed for HOPE approval for giving the purchase order to the lowest quoted bidder “A”. This procedure was done based on the rule 11(1) of PPR, 2008.
- ✚ After the approval of HOPE for giving the purchase order to the lowest quoted bidder, a contract was signed in a 300/- non-judicial stamp between HOPE and “A” traders. In this stamp all the terms and conditions were described. (rule 73 (5), PPR, 2008).
- ✚ After the contract sign, purchase order was given in writing by HOPE to the lowest quoted bidder. It was done through a approval in file. In the purchase, order work according to the specification, finishing date of the work and other terms and conditions were mentioned.
- ✚ After the completion of the work, TEC declared the conformity of the work whether it was done according to the terms and conditions mentioned in the purchase order. Than the “A” traders submit their bill along with the declaration of completion of the work by TEC for the approval of HOPE.
- ✚ After the approval, bill (deducting vat, income tax etc) was placed to District Accounts Office to issue cheque.
- ✚ District Accounts Offices issued cheque and it was than distributed to the contractor.

Comments:

- ❖ To ensure transparency, measures could be taken so that more than three bidders could participate in the tendering process.

4.3 Open Tendering Method (OTM)

This open tendering process was done for the procurement of outsourcing of service for some specific posts which was mentioned in the Development Project Proforma (DPP) of the project. The name of the project is Char Development and settlement project- Bridging (CDSP-B). The District Administration of Noakhali was implementing the land part of the project. After the administrative approval of the project by the honorable planning minister, Noakhali DC office started implementing the project. In this paper, only the procurement process of the outsourced service for this project is described. The procurement process is described below:

- ✚ According to the DPP, Noakhali DC office started the procurement work. The total amount which was allocated for outsourcing was 1.48 crore BDT. Because of the amount and considering the PPR, 2008, OTM method was found appropriate to procure the service.
- ✚ File was put up mentioning the short description about the DPP part which told about the procurement of outsourced service for some specific post like data entry operator, driver, speed boat driver, chainman and MLSS for doing office work of the project. It was also mentioned that procurement had to be done according to the outsourcing policy, 2018 published by the Finance Division. Tender notice was prepared and put up for the approval of the HOPE (Deputy Commissioner).
- ✚ After the approval of the tender notice by the HOPE, it was published in the two national daily newspapers. According to PPR, 2008 one was national daily and other was a local daily. In the tender notice total posts, required educational qualification and age limit were mentioned. Some terms and conditions were also mentioned in the tender notice. When and how the tender would be submitted, required papers and qualifications criteria of the bidder were mentioned in the tender notice.

- ✚ After the procedure was done, a Tender Opening Committee (rule 7, PPR, 2008) consisting of three members was proposed and it was placed for approval. The structure of the committee was as follow:

Revenue Deputy Collector (RDC)	convener
Nezarat Deputy Collector (NDC)	member
Assistant Commissioner (General), DC office, Noakhali	member

Again, a Tender Evaluation Committee (rule 8 (2) & 8 (8), PPR, 2008) consisting of Five members was proposed and it was also placed for approval in the same note. The structure of the committee was as follow:

Additional Deputy Commissioner (Revenue), Noakhali	Chairperson
Nezarat Deputy Collector (NDC)	member
Assistant Commissioner (RM section)	member
Assistant Commissioner (General section)	member
Revenue Deputy Collector (RDC)	Member secretary

- ✚ After 21 days, specific time which was given in the quotation notice, tender opening committee sat for opening the quotations submitted by the bidders. After that, tender evaluation committee meeting was held in the same day.
- ✚ Three bidders for example X, Y, Z placed their quotations. Tender evaluation committee (TEC) had done all sort of verification. After the verification it was found that bidder Y quoted the lowest price for the monthly service fee. After considering the price and other relevant considerations TEC decided to recommend “Y” to give the purchase order. “X” did not submit all the required documents mentioned in the tender notice. A resolution was prepared according to the decisions of the TEC meeting.

- ✚ Now, after the tender evaluation committee meeting, file was placed for HOPE approval for issuing notification of award (NOA) to the lowest quoted bidder “Y”. in the NOA, some terms and conditions were mentioned like: within 03 working days after receiving the NOA contractor “Y” should give a written acknowledgement of getting this, contractor had to singed a contract in a non-judicial stamp of 300/- and other related things.
- ✚ After the approval of the notification of award (NOA) to the lowest quoted bidder, “Y” submitted their written letter of consent as mentioned in the NOA within time. A contract was signed in a 300/- non-judicial stamp between HOPE and “Y”. In this stamp all the terms and conditions were described. (Rule 73 (5), PPR, 2008).
- ✚ After the contract sign, purchase order was given in writing by HOPE to the lowest quoted bidder “Y”. It was done through approval in file. In the purchase order, work according to the specification, finishing date of the work and other terms and conditions were mentioned.
- ✚ The contract was signed for the time period 18/03/2020 to 30/06/2022. After that, if the project duration is increased contract time period can be increased with the consent of the both parties.

Comments:

- ❖ Open tendering method (OTM) is a time consuming and costly method. Because cost is associated with advertisement in more than one newspaper. If this OTM was done through e-tendering process both time and cost could be reduced.

5.0 Conclusion

The size of our annual budget is growing rapidly every year. The size of the ADP of Bangladesh for FY 2020-21 is about 2, 05,145 crore taka. So it is becoming very challenging for government agencies to utilize public fund more efficiently and also effectively. The Public Procurement Rules, 2008 was published in the official gazette on January 24, 2008 giving them immediate effect from January 31, 2008. The Rules are now implementing throughout the country for procurement of goods, works and services in the public sector. The prime objective of this report is, therefore, to understand the procurement practices which are generally followed in the DC Office, Noakhali. I specially focused on three methods: DPM, RFQM and OTM. As these methods are most frequently used in procurement activities of DC Office.

Before the preparation of this report, I had a very little knowledge about PPA, 2006 and PPR, 2008. But to prepare this report I had to work with the people who are directly engaged in procurement activities in District Administration. I had the opportunity to work in a Tender Opening Committee and Tender Evaluation Committee. These experiences helped me a lot to understand PPR, 2008 and its real life implementation. Though I only covered three methods in this report, hopefully in future I will get the opportunity to work with the other methods of procurement mentioned in PPR, 2008.

The difficulties I faced while preparing this report was, I had to work in busy environment as Deputy Commissioner Office is the center of coordination among other government offices in district level. I had to study files related with the procurement functions. Because of the work pressure it was not an easy task at all.

To conclude I want to thank Mr. Tanmaya Das, the honorable DC of Noakhali for giving me the opportunity to prepare this report. I also want to thank my supervisor Ms. Israt Shadmin, ADC (General), Noakhali for her immense support and direction to complete this report. My report concludes with some suggestions/ recommendations:

- ✓ To ensure more transparency, accountability in procurement, e-GP can also be introduced in District Administration, Noakhali.

- ✓ Regular training/ seminars can be arranged based on Public Procurement Management for both officers and stuffs of District Administration, Noakhali.
- ✓ Proper monitoring should be ensured from the begging to the last of any procurement activity.

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