# PROGRESS REPORT FOR FINANCIAL YEAR 2015-16

Balochistan Public Procurement Regulatory Authority



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### **Overview of B-PPRA and its Functional Wings**

B-PPRA has been given mandate to monitor the functioning of Procuring Agencies involved in procurement related activities for both development and non-development budgets. While tracking the progress based on Balochistan Public Procurement Rules notified on 15<sup>th</sup> Dec 2014, all tenders published in daily newspapers and on B-PPRA website are continuously monitored to ensure compliance of laws.

B-PPRA has established various functional wings to facilitate Procuring Agencies increase their capacities in Procurement methodologies and adapt internationally accepted procurement procedures as envisaged in the Balochistan Public Procurement Act 2009.

Two separate wings of **Procurement Specialists (Works & Goods and Services)** are functioning to guide Procuring Agencies in carrying out procurement activities as per Rules. These both sections of B-PPRA are also assisting Procuring Agencies by providing advices as per Rules and in development of bidding documents and evaluation criteria.

**Monitoring & Evaluation Section** is continuously monitoring the progress of Procuring Agencies and, when required, communicates shortcomings in tender process to the Procuring Agencies as per defined framework. Heads of respective Procuring Agencies are given monthly progress reports on the compliance of laws and all instances that require intervention of B-PPRA is carried out using indicators defined in M & E framework.

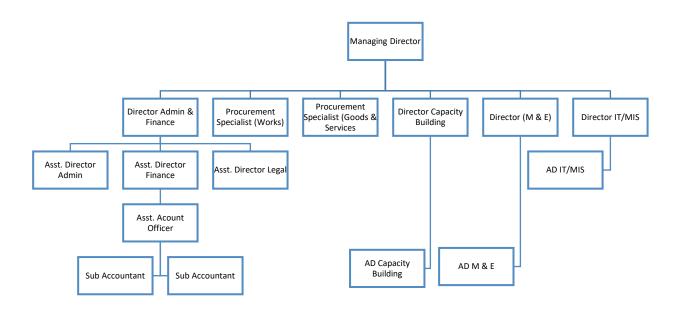
Capacity Building Section has been tasked to increase the capacity of Procuring Agencies and suppliers in terms of understanding of Balochistan Public Procurement Rules 2014. Keeping in view large number of Procuring Agencies requiring training on Procurement subject, a comprehensive capacity-building plan has been prepared and trainings on Rules have been initiated.

**MIS Section** is the backbone of B-PPRA as it is responsible to ensure smooth functioning of B-PPRA website. Since Rules require all Tenders, evaluation reports and



award of contracts are uploaded on B-PPRA website, MIS Section strives to ensure that website is available 24/7 to all Procuring Agencies.

### **Organizational Chart**



**Organizational Chart B-PPRA** 



### Goal of B-PPRA

B-PPRA goal is to improve <u>"Procurement Governance in the Province"</u> and is in accordance with the Section 5.1 of B-PPRA Act 2009, which is reproduced below:

"5(1) Subject to other provisions of this Act, the authority may take such measures and exercise such powers as may be necessary for improving governance, management, transparency, accountability and quality of public procurement of goods, services and works in the public sector".

### **Function of Authority**

Section 5 of the Act of 2009 stipulates the following mandate and responsibilities of the Authority:-

- a) Monitor application of the laws, rules, regulations, policies and procedures in respect of, or relating to the public procurement;
- b) Monitor the implementation of and evaluate laws, rules, regulations, policies and procedures in respect of, or relating to inspection or quality of goods, services and works and recommend reformulation thereof or revision therein as it deems necessary;
- Recommend to the Government revisions in or formulation of new laws, rules and policies in respect of or related to the public procurement;
- d) Make regulations and lay down codes of ethics and procedures for the public procurement, inspection or quality of goods, services and works;
- e) Monitor public procurement practices and make recommendations to improve governance, transparency, accountability and quality of public procurement;
- f) Monitor overall performance of the procuring agencies and make recommendations for improvements in their institutional setup;
- g) Provide and coordinate assistance to the procuring agencies for developing and improving their institutional framework and the public procurement activities;

### <u>GOAL</u>

To Improve Procurement Governance in Balochistan



- h) Submit reports to the Government in respect of the public procurement activities of the procuring agencies;
- i) Call any functionary of the procuring agencies to provide assistance in its functions and call for any information from such agencies in pursuance of its objectives and functions;
- j) Exercise in respect of the authority, such other management, administrative and financial powers as deemed appropriate; and
- k) Perform any other function assigned to it by the Government, incidental or consequential to any of the aforesaid functions.

Keeping in view the mandate of B-PPRA, Balochistan Public Procurement Rules were notified on 15<sup>th</sup> Dec 2014.



### **B-PPRA Progress Review**

B-PPRA started its functions with the induction of Human Resources and filled positions after conducting tests through National Testing Service (NTS). This process was completed in December 2014, and most positions were filled in March 2015. Soon after, B-PPRA started procuring necessary office equipment for officials working in B-PPRA.

### Work undertaken by B-PPRA during July-June of the Financial Year 2015-16

### 1. Monitoring NITs published in daily newspapers

Keeping in view the mandatory requirements of Balochistan Public Procurement Rules, all Procuring Agencies are required to prepare Notices inviting tenders in line with these Rules. To ensure that all Procuring Agencies are complying with this provision of Rules, B-PPRA continuously monitors NITs published in newspapers and on B-PPRA website. During July 2015-June 2016, B-PPRA reviewed **1653** NITs and found that **1455** NITs were not in line with the Rules. B-PPRA issued notices to respective Procuring Agencies for making necessary rectifications as per Rules.

### 2. Development of Bidding Documents

Bidding documents are integral part of procurement process as it ensures consistency in the procurement process. To facilitate Procuring Agencies, B-PPRA has prepared sample-bidding documents for both Works and Goods & Services and can be used as a reference document by Procuring Agencies. The sample bidding documents will be presented for review in the next BOD.

### 3. Development of Monitoring & Evaluation Framework (M & E)

In order to achieve goal of B-PPRA, which is to improve the procurement governance in Balochistan, M & E framework has been developed which provides the mechanism of achieving objectives through accomplishment of sub-objectives. Within this framework, continuous monitoring mechanism is in

NITs reviewed during July 2015 to June 2016

Sample Bidding Documents prepared

M & E Framework prepared



place to ensure efficacy of initiatives taken by B-PPRA. In addition, different indicators are in place to monitor and evaluate performance of Procuring Agencies. M & E framework has been circulated for review among various Procuring Agencies.

### 4. Consultation Provided by B-PPRA on Rules

Government Departments often face difficulty in comprehending procurement laws and frequently approaches B-PPRA Office for seeking advice on B-PPRA Rules. B-PPRA has so far provided **475** necessary assistance to the various government departments, which include preparation of bidding documents, NIT and formulating specification criteria.

5. Input Provided to Government Departments on Procurement Rules

B-PPRA is also contributing its role by interpreting the procurement Laws and advising the higher authorities on procurements. From March 2015 to June 2016, **7 (Seven)** advices have been given on summaries for Chief Minister initiated by different government Departments.

#### 6. Establishment of dynamic MIS system

B-PPRA has developed dynamic website for Procuring Agencies which can accessed through <a href="www.bppra.org.pk">www.bppra.org.pk</a>. The procuring agencies can upload tenders, bidding documents, evaluation reports and award of contract using this website. From March 2015 to June 2016, **12**, **496** tenders have been uploaded on website.

#### 7. Allotment of Usernames and Password to all Procuring Agencies

B-PPRA started assigning user IDs and Passwords to all Procuring Agencies in March 2015 for using B-PPRA website. From March 2015 to June 2016, **1407**IDs have been created and Procuring Agencies have started uploading Tenders using

allocated IDs. So far, **5,273** evaluation reports and **720** Award of Contracts have been uploaded on the B-PPRA website.

475 necessary assistance provided to PAs

Seven (07)
advices given on summaries for Chief Minister

B-PPRA Website launched 12, 496 Tenders uploaded

1407 User Ids created



### 8. Capacity Building of Procuring Agencies

B-PPRA has been carrying out capacity building exercise to improve Procuring Agencies' understanding of Rules. Comprehensive capacity building program has been launched to enhance the capacity of the procurement agencies by orientating them on newly introduced Procurement Rules.

So far, **815** officials from various government departments have been trained on the Balochistan Public Procurement Rules. In addition, B-PPRA has also taken initiative to increase the capacity of suppliers operating in Balochistan. In the first phase, 40 contractors primarily dealing in Work have been trained.

To access the effectiveness of capacity-building program, (M & E) conduct pre and post-training tests before and after training sessions. The difference in average mean of scores and standard deviation helps in determine the effectiveness of the training program. Following is the summary of results for both pre and posttest trainings.

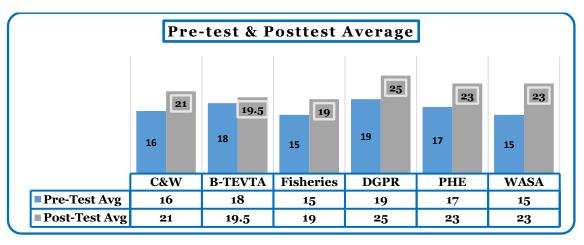


Figure 1 Pre-Test & Posttest Average Scores



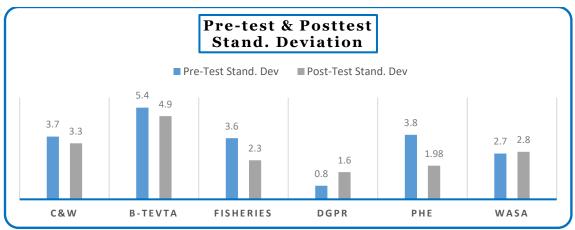


Figure 2 Pre-test & Posttest Stand. Deviation

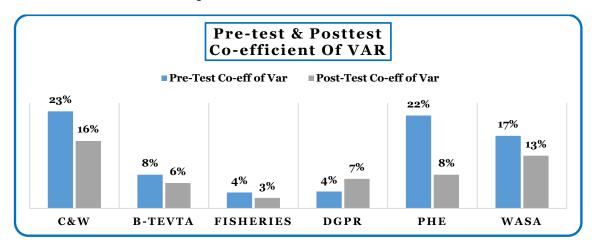


Figure 3 Pre-test & Posttest Co-efficient of VAR

As depicted in the figure, increase in average mean scores and difference in standard deviation shows that trainings provided participants with increased understanding of Rules. The effectiveness of training sessions can also be evaluated using co-efficient of VAR and the difference in co-efficient in VAR between pre-test and post-test validates the effectiveness of training sessions.

Moreover, as per agreed M & E framework, another indictor depicting effectiveness of the training is the number of participants scoring more than **70%** marks in posttest. The average score of over **70%** obtained by participants in nearly each training clearly shows that the program has been able to increase the knowledge of participants on Rules.

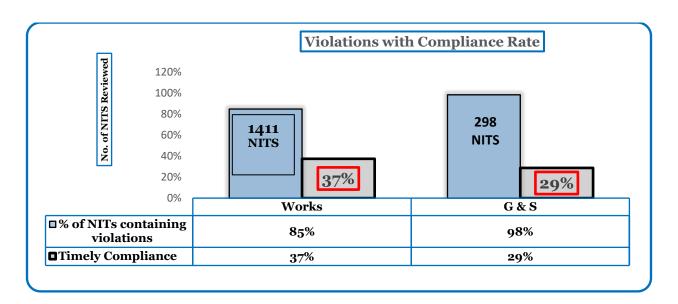
With this capacity-building initiative, it is expected that future procurements from trained Procuring Agents on Rules would yield procurements that entails value for money, transparency, efficiency, competition and economical.



### <u>Progress Report of Procuring Agencies – July 2015- June 2016</u>

During July 2015 to June 2016, B-PPRA monitored **1411** NITs relating to Works and **298** relating to Goods and Services. Out of total reviewed NITS, **91**% were not in line with the Rules and were timely conveyed to the Procuring Agencies for taking corrective measures.

The overall performance of all Procuring Agencies pertaining to both Goods & Services and Works related procurement along with compliance rate is depicted below by graph:



**Figure 4 Violations with Compliance Rate** 

### **Recurring Violations**

During period under review, Procuring Agencies have repeated overlooked Rules while carrying out procurement process. The Rules that are not judiciously observed include:

•	Uploading of Tender on B-PPRA website	Rule 15(2)
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- Method of payment of Bid Security & Call Deposit Rule 15 (4) e
- Uploading of Bidding Document on B-PPRA Website Rule 27 (4)
- Preparation of bidding documents
   Rule 27 (1)



The summary of Rules overlooked along with compliance rate of the respective Rule is shown in the following graphs:

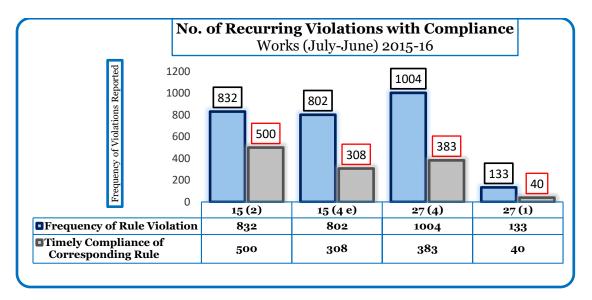


Figure 5 Recurring Violations relating to Works

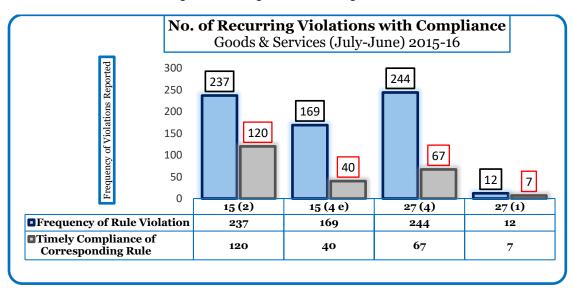


Figure 6 Recurring Violations relating to Goods & Services

# **WORKS**



### **Communications & Works Department (Works)**

From July 2015 to June 2016, B-PPRA reviewed **573** NITs of Communications & Works (C & W) Department and found **428** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Communications & Works Department.

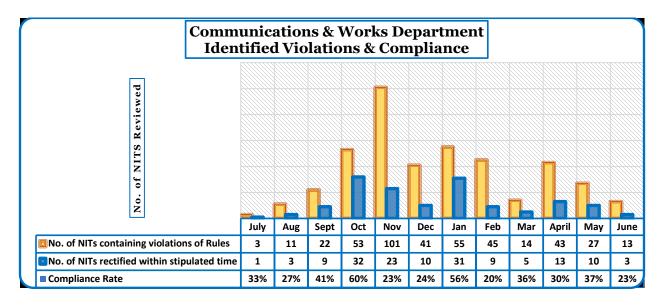


Figure 7 Identified Violations & Compliance (C&W)

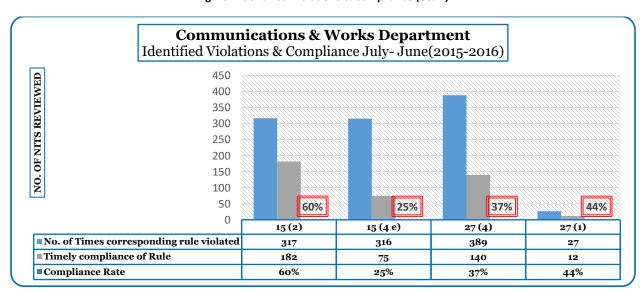


Figure 8 Recurring Violations (C&W)



Following table represents the snapshot of C & W Department during Financial Year 2015-16:

Months	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs	3	14	32	79	101	41	65	60	26	83	46	23	<b>573</b>
reviewed													
No. of NITs	3	11	22	53	101	41	55	45	14	43	27	13	428
containing													
violations of Rules													
No. of NITs	1	3	9	32	23	10	31	9	5	13	10	3	149
rectified within													
stipulated time													
Compliance Rate	33%	27%	41%	60%	23%	24%	56%	20%	36%	30%	37%	23%	35%

### **Impact of Interventions**

During **July-June** of the Financial Year **2015-2016**, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducted training sessions to increase understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graphs depicts compliance of common violations on month-to-month basis and percentage of NITS not fulfilling requirements of Balochistan Public Procurement Rules 2014.

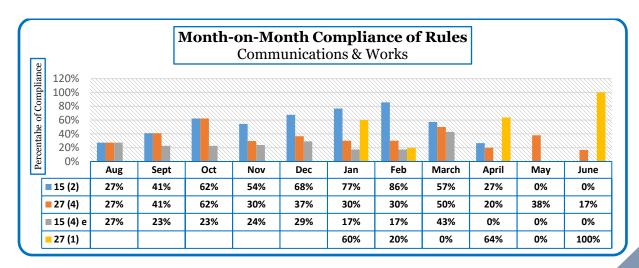


Figure 9 Month-on-Month Compliance (C&W)



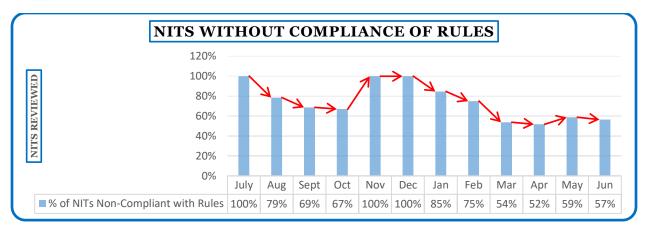


Figure 10 NITS With Compliance related issues

As evident from the above data, Procuring Agencies have started complying with the Rule 15 (2) and to some extent have started uploading bidding documents (Rule 27 (4) on B-PPRA website. Moreover, through identified violations relating to "contents of bidding documents" Rule 27 (1) it can be deduced that Procuring Agencies are making efforts to prepare bidding documents according to Rules. Furthermore, as evident from Figure 10, Procuring Agencies of C & W Department are seen conforming to Rules on increasingly basis and with above-mentioned interventions issues relating to compliance with further improve.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



### **Public Health Engineering Department (Works)**

From July 2015 to June 2016, B-PPRA reviewed **403** NITs of Public Health Engineering Department and found **382** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Public Health Engineering Department.

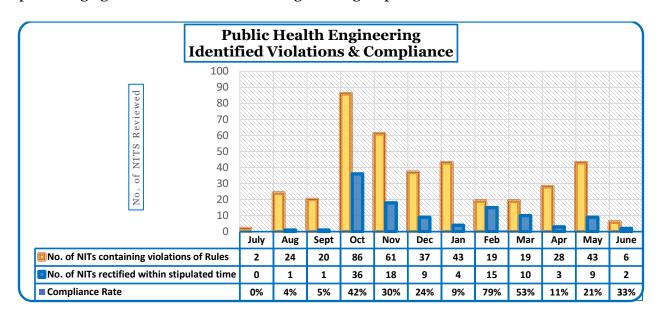


Figure 11 Identified Violations & Compliance (PHE)

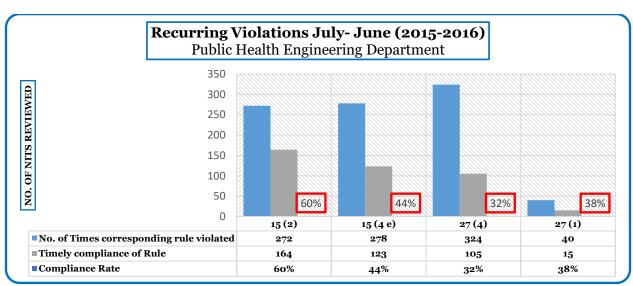


Figure 12 Recurring Violations (PHE)



Following table represents the snapshot of Public Health Engineering Department during Financial Year 2015-16:

	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
<b>Total NITs reviewed</b>	2	24	20	88	61	37	43	21	28	36	43	6	409
NITs containing violations of Rules	2	24	20	86	61	37	43	19	19	28	43	6	388
No. of NITs rectified within stipulated	0	1	1	36	18	9	4	15	10	3	9	2	108
time Compliance Rate	0%	4%	5%	42%	30%	24%	9%	79%	53%	11%	21%	33%	28%

### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducting training sessions to increase the understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

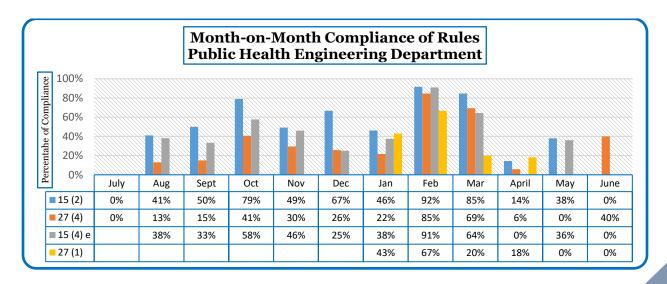


Figure 13 Month-on-Month Compliance of Rules (PHE)



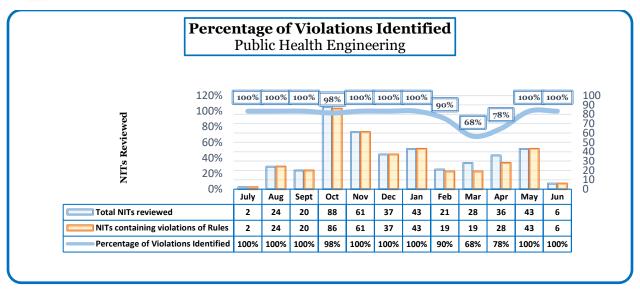


Figure 14 Percentage of Violations Identified in NITs

Overall compliance rate of Rules stands at **28%**. However, improvement in compliance of Rules is spotted. For instance, Procuring Agencies on increasing basis are complying on Rules relating to uploading of NIT on B-PPRA website but are falling short in fulfilling requirements of bidding documents. Moreover, as evident from figure 14, percentage of non-compliance of Rules are decreasing every month and some NITs are fully compliant with Rules.

To overcome problems faced by Procuring Agencies while preparing NIT and Bidding Documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been apprised to consult this document for preparing NIT and bidding documents. In addition, B-PPRA has also been conducting trainings for officers on Rules.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



### **Irrigation Department (Works)**

From July 2015 to June 2016, B-PPRA reviewed 148 NITs of Irrigation Department relating to Works and found 134 NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Public Health Engineering Department.

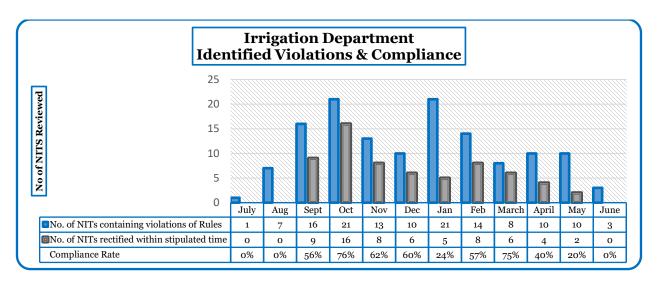


Figure 15 Identified Violations & Compliance (Irrigation Department)

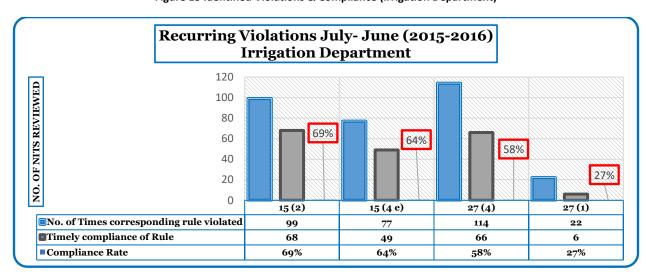


Figure 16 Recurring Violations (Irrigation Department)

Following table represents the snapshot of Irrigation Department during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	2	7	16	21	13	10	21	14	8	14	19	3	148
No. of NITs containing violations of Rules	1	7	16	21	13	10	21	14	8	10	10	3	134
No. of NITs rectified within stipulated time	0	0	9	16	8	6	5	8	6	4	9	0	71
Compliance Rate	0%	о%	56%	76%	62%	60%	24%	57%	75%	40%	90%	о%	53%

### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducting training sessions to increase the understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

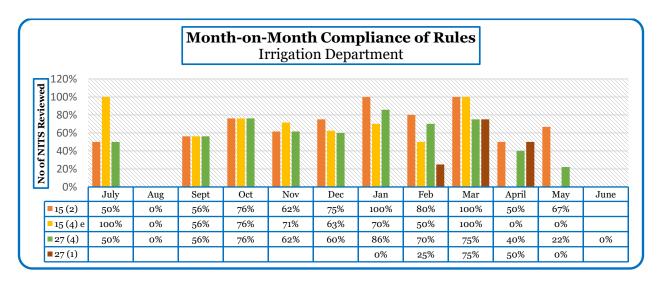


Figure 17 Month-on-Month Compliance (Irrigation Department)



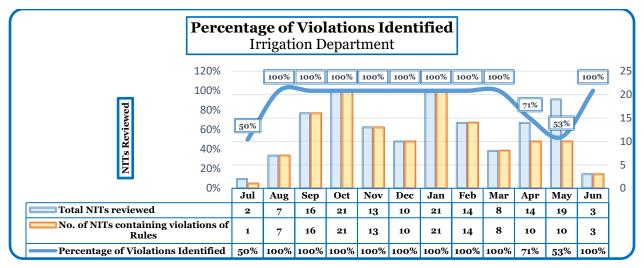


Figure 18 Percentage of Violations Identified

Overall compliance rate of Rules stands at **53**% and improvement in compliance of Rules is spotted. For instance, Procuring Agencies on increasing basis are complying on Rules relating to uploading of NIT on B-PPRA website but are falling short in fulfilling requirements of preparation of bidding documents.

To overcome problems faced by Procuring Agencies while preparing NIT and Bidding Documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been informed to consult this document for preparing bidding documents. In addition, B-PPRA is also carrying out necessary trainings for officers on Rules.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



### **Local Government Department (Works)**

From July 2015 to June 2016, B-PPRA reviewed **194** NITs of Local Government Department and found **167** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Local Government Department.

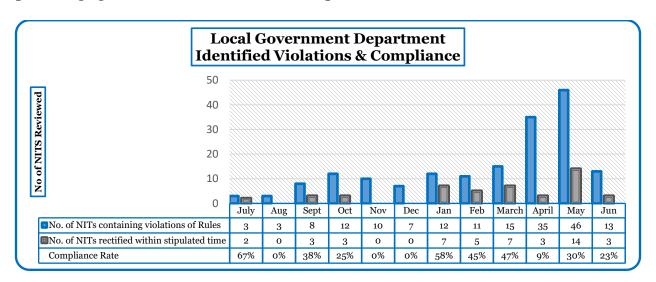


Figure 19 Identified Violations & Compliance (Local Government Department)

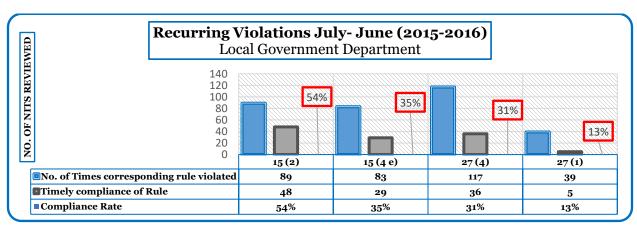


Figure 20 Recurring Violations (Local Government Department)

Following table represents the snapshot of Local Government Department during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	3	3	10	12	10	7	12	12	18	44	51	12	194
No. of NITs containing violations of Rules	3	3	8	12	10	7	12	11	15	35	46	5	167
No. of NITs rectified within stipulated time	2	0	3	3	0	0	7	5	7	3	14	0	44
Compliance Rate	67%	0%	38%	25%	0%	0%	58%	45%	47%	9%	30%	0%	26%

### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

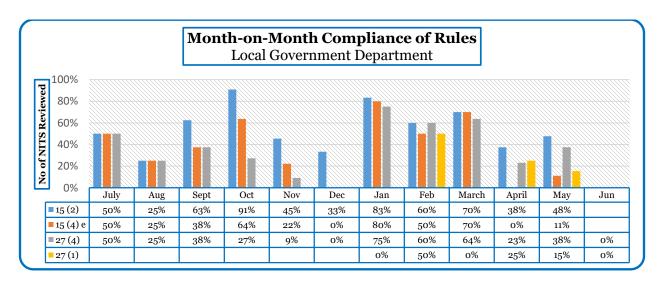


Figure 21 Month-on-Month Compliance (Local Government Department)



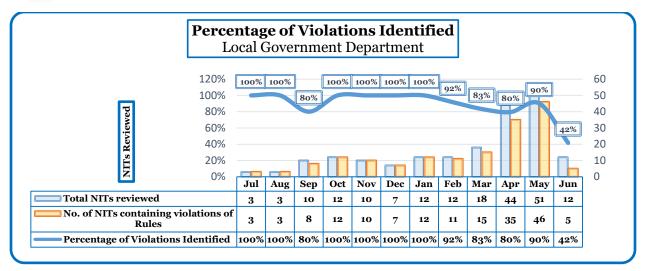


Figure 22 Percentage of Violations Identified Local Government Department

Overall compliance rate of Rules stands at 26%, which is lowest among all government departments of Province. The low compliance is attributed to Procuring Agencies not uploading Tenders on website, clearly mentioning method of payment for bid security and tender fee in NIT and preparing bidding documents as per Rules. However, as also evident from **figure 22**, in recent months Procuring Agencies are seen, to some extent, issuing NITs as per Balochistan Public Procurement Rules 2014.

To overcome any difficulty that Procuring Agency may face while preparing NIT or bidding documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been conveyed to consult this document for preparing bidding documents. In addition, B-PPRA has also placed sample NIT on Authority's website, which can be consulted by Procuring Agencies for preparation of NIT.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



### Agriculture & Cooperative Department (Works)

From July 2015 to June 2016, B-PPRA reviewed **71** NITs of Agriculture & Cooperative Department relating to Works and found **59** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Agriculture & Cooperative Department.

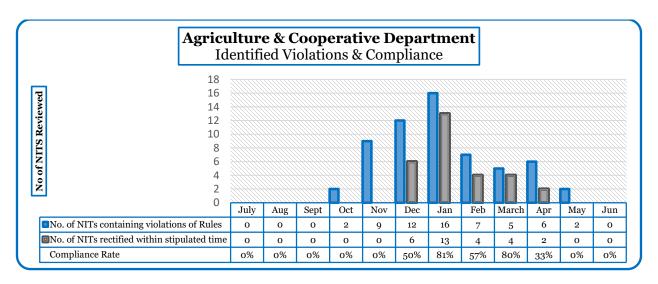


Figure 23 Identified Violations & Compliance Agriculture Department (Works)

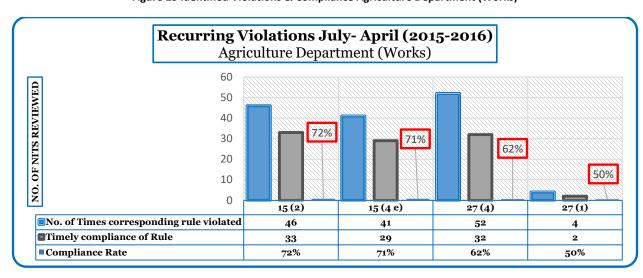


Figure 24 Recurring Violations Agriculture Department (Works)

Following table represents the snapshot of Agriculture Department during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	0	0	0	2	9	12	18	7	9	11	2	1	71
No. of NITs containing violations of Rules	0	0	0	2	9	12	16	7	5	6	2	0	59
No. of NITs rectified within stipulated time	O	0	0	O	0	6	13	4	4	2	0	0	29
<b>Compliance Rate</b>	-	-	-	0%	0%	50%	81%	57%	80%	33%	0%		49%

### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducting training sessions to increase the understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

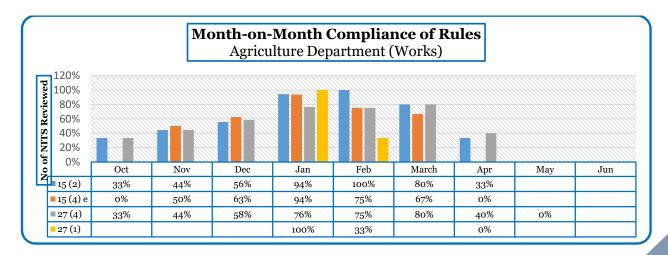


Figure 25 Month-On-Month Compliance Agriculture Department (Works)



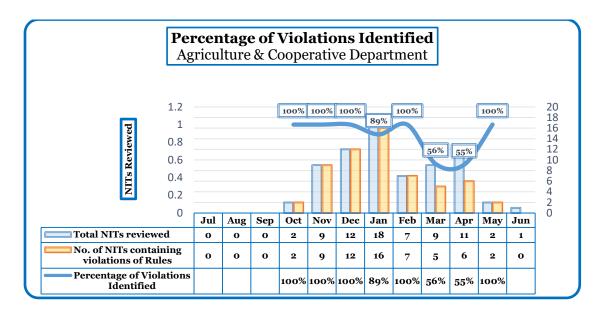


Figure 26 Percentage of Violations Identified Agriculture & Cooperative Department (Works)

Overall compliance rate of Rules stands at 49% and improvement in compliance of Rules is spotted. For instance, Procuring Agencies on increasing basis are complying on Rules relating to uploading of NIT on B-PPRA website but are falling short in fulfilling requirements of preparation of bidding documents. Procuring Agencies of Agriculture and Cooperative Department are performing better than any other Government Department in terms of fulfilling NIT requirements. The same can also be noticed using figure 26, which shows that nearly half of published NITs did not contain any violations of Rules.

To overcome any difficulty that Procuring Agency may face while preparing NIT or bidding documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been informed to consult this document for preparing bidding documents. In addition, B-PPRA is also carrying out necessary trainings for officers on Rules.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations



relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



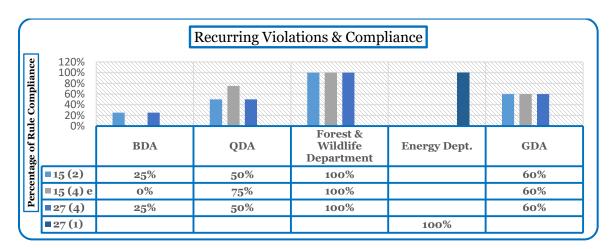
### **Other Departments (Works)**

B-PPRA is monitoring NITs issued by all Procuring Agencies in the Province. Following is the snapshot of NITs relating to Works issued by Energy Department, Quetta Development Authority (QDA), Balochistan Development Authority (BDA), and Gwadar Development Authority (GDA):

	Energy Department	BDA	QDA	Forest & Wildlife Department	GDA
Total NITs reviewed	11	6	4	5	11
No. of NITs containing violations of Rules	1	5	4	4	5
No. of NITs not rectified	0	0	1	1	2
No. of NITs rectified	1	1	3	3	3
% of NITs containing violations	9%	83%	100%	80%	45%
<b>Compliance Rate</b>	100%	20%	75%	75%	60%

Compliance Status

The recurring violations along with its timely compliance are as follows:



**Figure 27 Recurring Violations (All Other Departments)** 

#### **Interventions of B-PPRA**

B-PPRA is committed to improve procurement governance in the Province and has taken various initiatives to increase Procuring Agencies' understanding of Rules. During



the period in review, B-PPRA took the following interventions to improve performance of Procuring Agencies.

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that performance of Procuring Agencies will further improve and help achieve improved procurement governance in Province.

## GOODS & SERVICES



### **Health Department**

From July 2015 to June 2016, B-PPRA reviewed 48 NITs of Health Department relating to Goods & Services and found 48 NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Health Department.

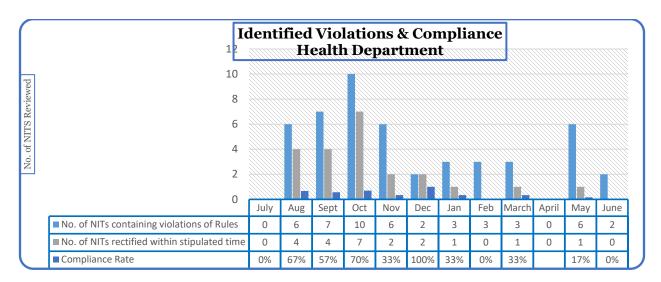


Figure 28 Identified Violations & Compliance (Health Department)

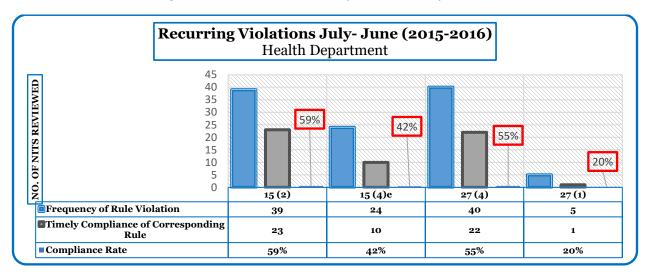


Figure 29 Recurring Violations (Health Department)

Following table represents the snapshot of Health Department during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	0	6	7	10	6	2	3	3	3	0	6	2	48
No. of NITs containing violations of Rules	0	6	7	10	6	2	3	3	3	0	6	2	48
No. of NITs rectified within stipulated time	0	4	4	7	2	2	1	0	1	0	1	0	22
Compliance Rate	-	67%	57%	70%	33%	100%	33%	0%	33%	-	17%	0%	46%

### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducting training sessions to increase the understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

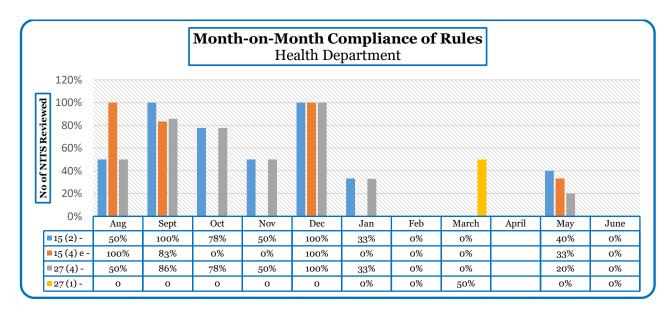


Figure 30 Month-on-Month Compliance (Health Department)



Overall compliance rate of Rules stands at **46**% and improvement in compliance of Rules is spotted. For instance, Procuring Agencies on increasing basis are complying on Rules relating to uploading of NIT on B-PPRA website but are falling short in fulfilling requirements of preparation of bidding documents.

To overcome any difficulty that Procuring Agency may face while preparing NIT or bidding documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies are informed to consult this document for preparing bidding documents. In addition, B-PPRA is also carrying out necessary trainings for officers on Rules.

Procuring Agencies also visit B-PPRA office to understand Rules and necessary guidance is given to the concerned staff. During period in review, B-PPRA assisted several procuring agencies in preparing bidding documents and evaluation criteria according to Rule 27 and Rule 34 respectively.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result of interventions undertaken by B-PPRA, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



### **Education Department**

From July 2015 to June 2016, B-PPRA reviewed **129** NITs of Education Department relating to Goods & Services and found **128** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Education Department.

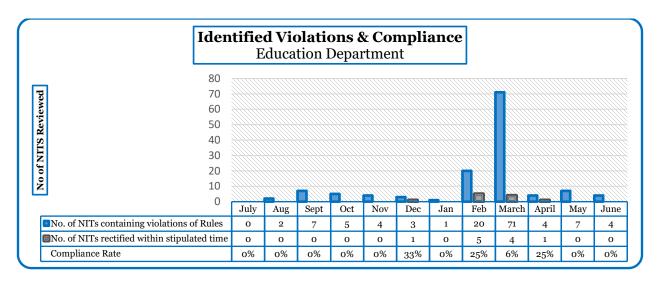
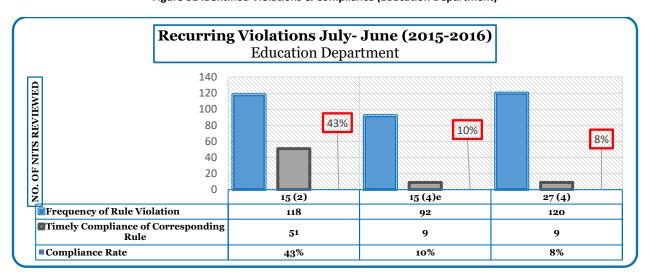


Figure 31 Identified Violations & Compliance (Education Department)



**Figure 32 Recurring Violations (Education Department)** 

Following table represents the snapshot of Education Department relating to Goods & Services during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	О	2	7	5	4	3	1	20	71	5	7	4	129
No. of NITs containing violations of Rules	0	2	7	5	4	3	1	20	71	4	7	4	128
No. of NITs rectified within stipulated time	0	0	0	0	0	1	0	5	4	1	0	0	11
Compliance Rate	_	0%	0%	0%	0%	33%	ο%	25%	6%	25%	0%	0%	9%

## **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

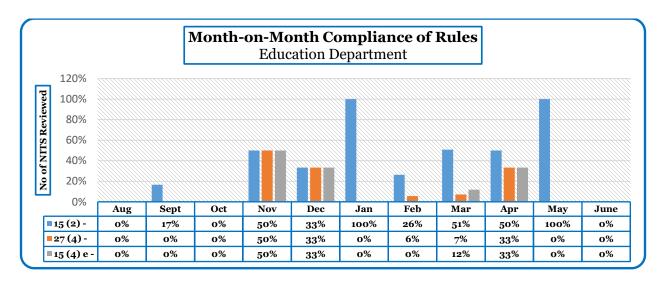


Figure 33 Month-on-Month Compliance (Education Department)

Overall compliance rate of Rules stands at meagre **9%**, which is lowest among all government departments. The reason for low compliance is due to lack of basic understanding of Procurement Rules by Schools' headmasters/ principal.



To overcome any difficulty that Procuring Agency may face while preparing NIT or bidding documents, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been informed to consult this document for preparing bidding documents.

In addition, B-PPRA has also planned to conduct training sessions on Rules for all members of Procurement Committees. However, due to large number of participants and time constraints, it is very challenging to train all members in the current Financial Year and therefore some trainings will be carried forward in the next financial calendar.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result of interventions undertaken by B-PPRA, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



## **Agriculture & Cooperative Department (Goods & Services)**

From July 2015 to June 2016, B-PPRA reviewed **25** NITs of Agriculture & Cooperative Department relating to Goods & Services and found **22** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Agriculture & Cooperative Department relating to Goods & Services.

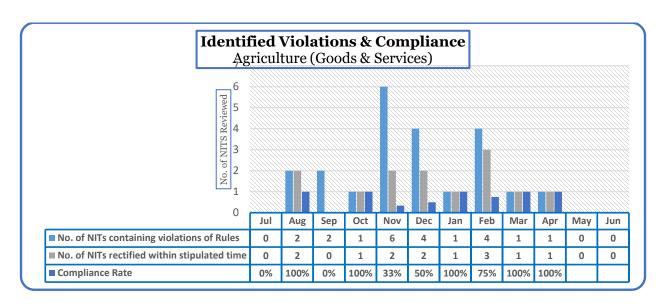


Figure 34 Identified Violations & Compliance (Agriculture & Cooperative Department)

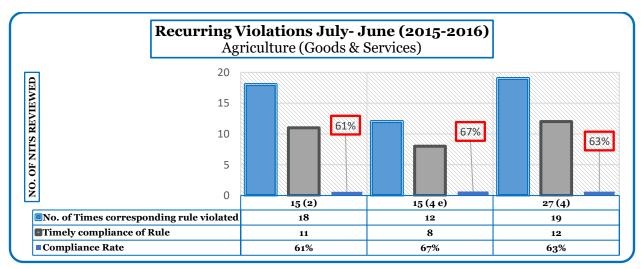


Figure 35 Recurring Violations (Agriculture & Cooperative Department)



Following table represents the snapshot of Agriculture & Cooperative Department relating to Goods & Services during Financial Year 2015-16:

	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	-	2	2	1	6	6	2	4	1	1	_	-	25
No. of NITs containing violations of Rules	_	2	2	1	6	4	1	4	1	1	_	-	22
No. of NITs rectified within stipulated time	_	2	0	1	2	2	1	3	1	1	-	-	13
Compliance Rate		100%	0%	100%	33%	50%	100%	75%	100%	100%			59%

#### **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies;
- 3. Sample bidding documents placed on B-PPRA website; and
- 4. Conducting training sessions to increase the understanding of BPP Rules 2014.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:



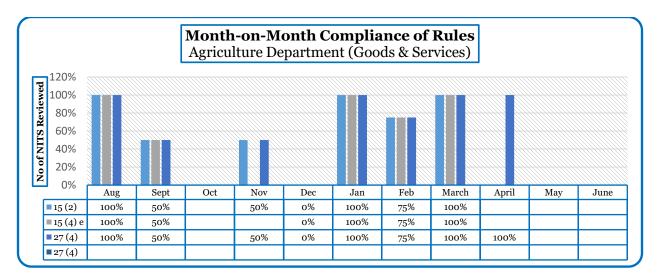


Figure 36 Month-on-Month Compliance (Agriculture & Cooperative Department)

Overall compliance rate of Rules stands at **59%** and improvement in compliance of Rules is spotted. For instance, Procuring Agencies on increasing basis are complying on Rules relating to uploading of NIT on B-PPRA website but are falling short in fulfilling requirements of preparation of bidding documents.

Keeping in view the above frequent violations, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been apprised to consult this document for preparing bidding documents. Procuring Agencies also visit B-PPRA office to understand Rules and necessary guidance is given to the concerned staff. During period in review, B-PPRA assisted several procuring agencies in preparing bidding documents and evaluation criteria according to Rule 27 and Rule 34 respectively.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result of interventions undertaken by B-PPRA, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



## **Livestock & Dairy Development Department (Goods & Services)**

From July 2015 to June 2016, B-PPRA reviewed **22** NITs of Livestock & Dairy Development Department relating to Goods & Services and found **22** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Livestock & Dairy Development Department.

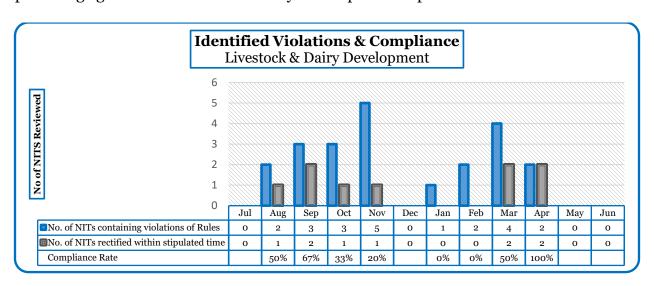


Figure 37 Identified Violations & Compliance (Livestock & Dairy Development Department)

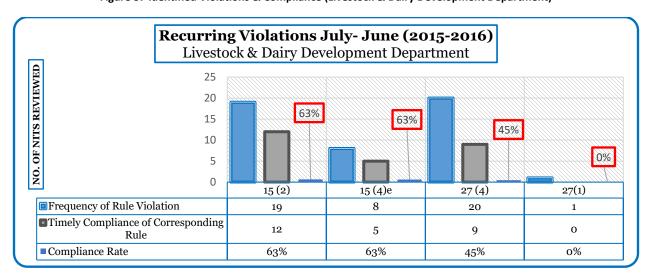


Figure 38 Recurring Violations (Livestock & Dairy Development Department)

Following table represents the snapshot of Livestock & Dairy Development Department during Financial Year 2015-16:



	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed	О	2	3	3	5		1	2	4	2			22
No. of NITs containing violations of Rules	0	2	3	3	5		1	2	4	2			22
No. of NITs rectified within stipulated time	0	1	2	1	1		0	0	2	2			9
Compliance Rate	-	50%	67%	33%	20%		0%	0%	50%	100%			41%

## **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

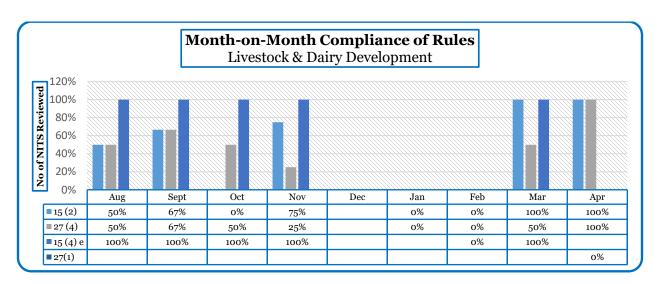


Figure 39 Month-on-Month Compliance (Livestock & Dairy Development Department)

Overall compliance rate of Rules stands at 41%. The Rules, which are repeatedly overlooked while initiating procurement process by Procuring Agencies, include



uploading NIT on B-PPRA website, preparing bidding documents in light of Rule 27 and uploading of bidding documents on B-PPRA website.

Keeping in view the above frequent violations, B-PPRA has placed sample-bidding documents on website and all procuring Agencies have been apprised to consult this document for preparing bidding documents. Procuring Agencies also visit B-PPRA office to understand Rules and necessary guidance is given to the concerned staff. During period in review, B-PPRA assisted several procuring agencies in preparing bidding documents and evaluation criteria according to Rule 27 and Rule 34 respectively.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



#### Social Welfare & Special Education Department

From July 2015 to June 2016, B-PPRA reviewed **10** NITs of Social Welfare & Special Education Department relating to Goods & Services and found **10** NITs contained violations of Rules. The violations were timely communicated to respective Procuring Agencies' for necessary rectifications.

The Following graphs represent most common violations and compliance rate of procuring agencies of Social Welfare & Special Education Department.

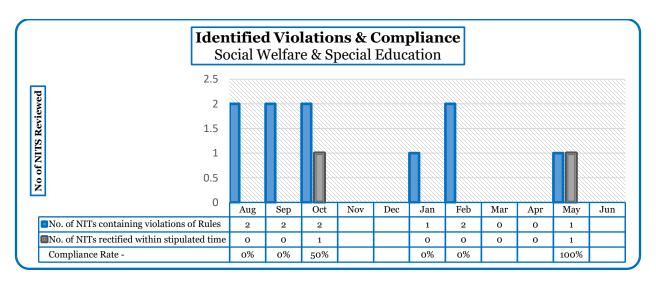


Figure 40 Identified Violations & Compliance (Social Welfare & Special Education Department)

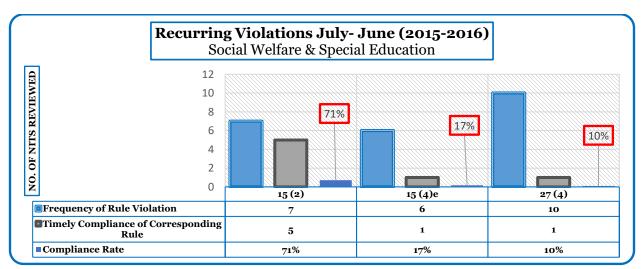


Figure 41 Recurring Violations (Social Welfare & Special Education Department)

Following table represents the snapshot of Social Welfare & Special Education Department during Financial Year 2015-16:



	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Total NITs reviewed		2	2	2			1	2	0	0	1		10
No. of NITs containing violations of Rules		2	2	2			1	2	0	0	1		10
No. of NITs rectified within stipulated time		0	0	1			0	0	0	0	1		2
Compliance Rate	-	0%	0%	50%			0%	0%			100%		20%

## **Impact of Interventions**

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

To gauge the impact of above intervention activities, B-PPRA office carried out analysis of recurring violations. The following graph depicts compliance of common violations on month-to-month basis:

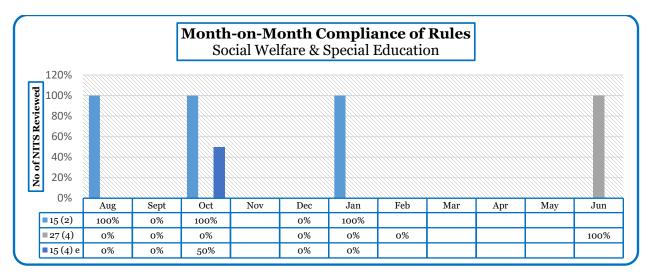


Figure 42 Month-on-Month Compliance (Social Welfare & Special Education Department)

Overall compliance rate of Rules stands only at 20%. The Rules, which are repeatedly overlooked while initiating procurement process by Procuring Agencies,



include uploading NIT on B-PPRA website, preparing bidding documents in light of Rule 27 and uploading of bidding documents on B-PPRA website.

Keeping in view the above frequent violations, B-PPRA has placed sample-bidding documents on website and all procuring Agencies had been apprised to consult this document for preparing bidding documents. Procuring Agencies also visit B-PPRA office to understand Rules and necessary guidance is given to the concerned staff. During period in review, B-PPRA assisted several procuring agencies in preparing bidding documents and evaluation criteria according to Rule 27 and Rule 34 respectively.

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014. As a result, it is expected that violations relating to NIT and bidding documents will reduce in coming months and Procuring Agencies will start adhering to Rules in letter and spirit.



## Other Departments (Goods & Services)

B-PPRA is monitoring NITs issued by all Procuring Agencies in the Province. Following is the snapshot of NITs relating to Goods & Services issued by Labor Department, Mines & Mineral Department, S&GAD, Board of Revenue, PDMA, IT Department, Police, Printing & Stationery, Religious Affairs & Interfaith Harmony, Population Welfare Department and Food Department.

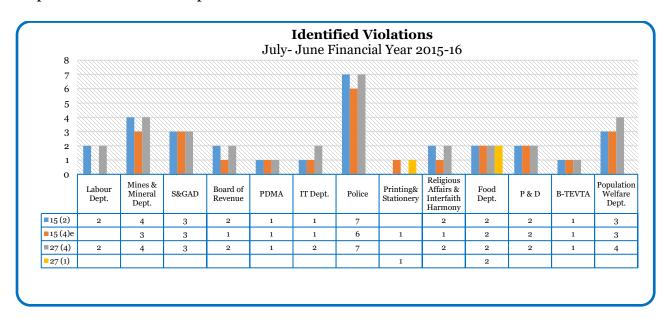


Figure 43 Identified Violations All Other Departments (Goods & Services)

The compliance of above recurring non-compliance of Rules is shown below:

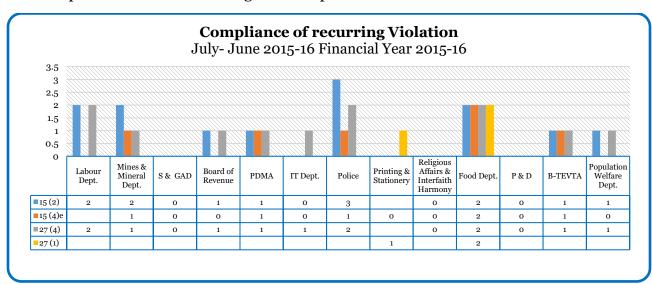


Figure 44 Compliance of Identified Violations All Other Departments (Goods & Services)



In addition to above Departments, Deputy Commissioners of different divisions of Balochistan also issued NITs during period under review. The recurring violations and corresponding compliance is attached below:

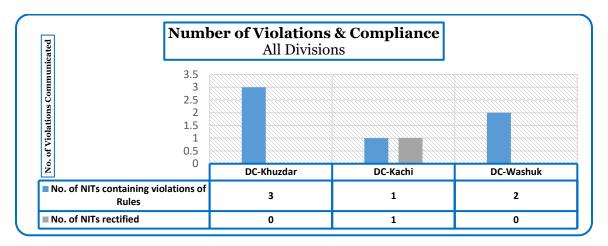


Figure 45 Number of Violations & Compliance

#### **Impact of Interventions**

B-PPRA is continuously monitoring tendering process as per mandate given by Section 5(2) of Balochistan Public Procurement Act 2009. In view of this mandate, B-PPRA is striving to ensure procurements in the province are in line with the approved Balochistan Public Procurement Rules 2014.

During **July-June** of the Financial Year 2015-2016, B-PPRA took the following steps to increase the Procuring Agencies' understanding of Rules:

- 1. Conveying shortcomings in Tender Process;
- 2. Submitting monthly reports to Head of Departments, highlighting Rules not followed by Procuring Agencies; and
- 3. Sample bidding documents placed on B-PPRA website.

As a result of above interventions, it is noticed that Procuring Agencies have started complying with the Rule relating to uploading Tender on B-PPRA website. However, many procuring agencies are committing violations relating to preparation of NIT and bidding documents. In order to facilitate Procuring Agencies, B-PPRA has placed sample NIT along with sample bidding documents on website and because of this initiative it is



expected that violations relating to NIT and bidding documents will reduce in coming months.

# **Way Forward**

B-PPRA is committed to improve Procurement governance in the Province. Balochistan Public Procurement Rules 2014 notified on 15<sup>th</sup> Dec 2014 carries provisions of law that caters to the principles of procurement. During period under review, B-PPRA encountered multifaceted requirements from various Procuring Agencies. In order to resolve Procurement related issues, B-PPRA has formulated strategy through which all such issues will be addressed.

#### **Development of comprehensive ERP System:**

B-PPRA website was officially launched on 28<sup>th</sup> March 2015 and all Procuring Agencies can seamlessly upload tenders on the website. The website has many provisions through which Procuring Agencies can keep track on the progress of their Procurement related activities. However, some areas require improvement that could further improve not only efficiency but also effectiveness of the procurement process. Keeping in view the requirements, B-PPRA is preparing to launch a comprehensive ERP system that will integrate all functional units of the Authority. System Requirement Specification (SRS) document is currently being prepared and is in final stage of completion.

#### 2. New Regulations

B-PPRA also has mandate to charter regulations for the benefit of Public Procurement. Two areas have been identified requiring formulation of regulations to overcome the misinterpretation of Rules. Currently necessary consultation is underway to draft regulation on Blacklisting of Suppliers, Contractors and Consultants, public Private Partnership and on emergency procurement.

#### 3. Code of ethics

Section 5 (2) d of the Balochistan Public Procurement Act 2009 require B-PPRA to lay down codes of ethics and procedures for the public procurement, inspection or quality of goods, services and works. Code of ethics have been drafted and will be circulated after necessary consultation with stakeholders.

#### 4. Capacity Building

Capacity building, contrary to popular belief, is not all about classroom training. In fact, it is a multi-faceted function and an evidence driven process of strengthening the abilities of individuals, organization and systems to perform core functions sustainably and to continue to improve and develop over time. B-PPRA has been established to improve procurement practices and governance in the province. In order to achieve this goal it is imperative that the required capacity to achieve this goal must be induced at all levels.

Since, BPP rules have come into effect from December 2014, and mark a major shift from earlier conventions on procurement rules, capacity building of the organizations/departments carrying out public procurement activities is a point of major focus and urgency. In order to mitigate this wide gap, a comprehensive capacity building plan has been formulated to address the initial, "bite-size" issues at the individual, organizational and system level. The main components, objectives and planned activities of the capacity building plan are as follows:-

- 1) At the "Individual Level", the target group includes B-PPRA officers, DDOs/procuring officers from procuring agencies of different Government departments and the suppliers/contractors all of which are the key stakeholders in the procurement process.
  - a. For B-PPRA staff the objective is to give them a rounded view of procurement philosophy, principles rules and monitoring and auditing practices in addition to skills development and enhancements required by their job descriptions, learning needs assessment and line-director feedbacks.
  - b. For Procuring agents and suppliers/contractors, the initial primary objective is to orient them to the newly established B-PP rules. In this regard, rigorous 2-day orientation workshops are regularly organized. The workshops are intensely interactive and are conducted by B-PPRA to ensure quality and consistency of content and delivery. So far a total of 726 individuals have been

So far, **815** officials have been imparted training on Rules. Going forward, B-PPRA has planned to train **200 more** officers by the end of Financial Year 2015-16.

- 2) At the "Organizational Level", the target entity is the B-PPRA organization entailing its core staff and senior management. The objectives are to strengthen performance and function by developing mandates, tools, guidelines and a management information system that facilitates and catalyzes organizational change and strengthening the relationship between the individuals in the organization setting and their links to the organizational environment. For this purpose, the activities planned are as follows:
  - a. Development of Performance Management Framework and tools. Framework development is in process and OGSM model is being reviewed for suitability of implementation.
  - b. *Development of a Learning Management System*. The LMS will be a part of the ERP/MIS being developed and the requirements have been communicated accordingly.
  - c. Incorporation of Performance Management, employee profiles, Training Matrices and Learning Management System into the MIS/ERP. Detailed requirement analysis carried out and process blueprint developed.
  - d. *Ensure MIS/ERP development as per organizational needs and best practices*. The Capacity Building Wing is playing an active role in the development of the ERP to ensure its development as per best practices.
  - e. Provide input to organization's internal policies to meet objectives of the organization and keep the employees motivated
- 3) At the "System Level", the broader capacity building objectives entail creating an enabling environment, strengthening overall policy, economic, regulatory and accountability framework within which BPPRA and its staff operate; strengthening the relationship and process between organizations and ensuring proper flow of information to stakeholders/organizations and generating public confidence in public procurement

practices which is also an overarching, collective objective of the organization as a whole. In order to meet these objectives, the activities planned are as follows:

- a. Organize workshops and seminars with senior management of other departments for two way communication on BPP Rules and procurement practices. Two consultative workshops had been arranged in the initial stages of establishment of BPPRA with various line departments and a seminar was held where all the Secretaries to the Government of Balochistan and the worthy Chief Secretary attended. A similar seminar is planned at the beginning of next fiscal year.
- b. Develop an interface/complaint and query management system through which procuring agencies, suppliers and public can give feedback and get their issues resolved efficiently and effectively. The requirements for the same have been discussed and communicated to the MIS wing for implementation into the ERP.
- c. Generate awareness on B-PP rules and interventions made by B-PPRA through impact analysis via media campaigns (ATL and TTL). Training updates published through newspapers and social media actively. Newspaper supplements planned to generate public awareness and engagement.

All in all, the Capacity Building plan aims to cover all three levels of the current environment to make a sustainable impact. It also incorporates the fact that the challenges are hefty, hence a glide path needs to be developed in order to conquer a few challenges at every stage in order to make this a successful attempt.

# 5. Ranking of Procuring Agencies

B-PPRA has prepared Monitoring and Evaluation framework that includes a mechanism through which every department's performance can be evaluated using specific criteria. Currently B-PPRA is using various interventions based on agreed M & E Framework. Another provision of this framework includes ranking Departments based on principles of procurement. Going forward, B-PPRA will rank Department that will enable government to access the procurement governance in the province as specified in Section 2 of the Balochistan Public Procurement Authority Act 2009.