



Final Report

**Opinion Research
on Public Procurement**

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Submitted by

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FOREWARD

Procurement has been identified as one of the most significant areas that largely affects public sector performance. As part of the broad public sector reforms, the government of Bangladesh has undertaken management of implementation challenges aiming to improve performance of public procurement progressively towards strengthening overall governance. The Central Procurement Technical Unit (CPTU) has been implementing the Public Procurement Reform Project II (PPRP-II) to improve performance of the public procurement system progressively in Bangladesh, focusing largely on the key ministries and targeting their implementing agencies.

The goal of the ‘Communication, Behavioral Change, and Social Accountability’ component of PPRP-II is to raise awareness and understanding about the importance of a well functioning public procurement system; and engage key stakeholders, including relevant government entities, civil society partners, private sectors, media, and local communities in the monitoring of the procurement process and its outcomes. In the backdrop of the above situation, an Opinion Research (OR) was conducted during January–April 2010. The OR is a part of two formative researches carried out by Bangladesh Center for Communication Programs (BCCP) with the supervision and guidance of the CPTU for developing a comprehensive communication strategy on public procurement under PPRP-II

The overall goal of the OR is to gather information on attitude, ideas and understanding of the stakeholders about public procurement and incorporate those into the development of a comprehensive communication strategy, and design communication interventions to popularize the Public Procurement Rules, 2008.

I believe findings of this study will help us get the idea, perception, opinion, attitude and practices of the key players with respect to reforms, act and rules on public procurement. I would like to extend my sincere thanks to PMCs, TWGs, and PISCs at the target agencies, colleagues at CPTU, IMED, Ministry of Planning, other government entities, consultants under PPRP-II and stakeholders in the public and private sectors, and the World Bank for their sincere cooperation.

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Mohammad Shahjahan
Director & CEO
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ABBREVIATIONS

BCCP	Bangladesh Center for Communication Programs
BWDB	Bangladesh Water Development Board
CPTU	Central Procurement Technical Unit
CPAR	Country Procurement Assessment Report
CS	Case Study
DPHE	Department of Public Health Engineering
DOFP	Delegation of Financial Powers
DSL	Development Support Link
FGD	Focus Group Discussion
GOB	Government of Bangladesh
GP	Government Procurement
IDA	International Development Agency
IDI	In-depth Interview
KII	Key Informant Interview
LGED	Local Government Engineering Department
NGO	Non government Organization
NCTB	National Curriculum and Textbook Board
PDB	Power Development Board
PIO	Project Implementation Officer
PPA	Public Procurement Act
PPR	Public Procurement Rules
PPRP	Public Procurement Reform Project
PWDB	Power and Water Development Board
PPPA	Public Procurement Processing and Approval Procedures
PPAP	Public Procurement Assessment Report
REB	Rural Electrification Board
RH	Roads and Highway
SACC	Social Awareness Campaign and Communication
STD	Standard Tender Documents
TV	Television
UE	Upazila Engineer
WASA	Water Supply and Sewerage Authority
WB	World Bank
WDB	Water Development Board

Executive Summary

Introduction

This report is an outcome of an opinion research study, commissioned by Bangladesh Center for Communication Programs (BCCP), for its ‘**Social Awareness Campaign and Communication (SACC)**’ program under the Public Procurement Reform Project-II (PPRP-II) of the Central Procurement Technical Unit (CPTU), Implementation Monitoring and Evaluation Division (IMED), Ministry of Planning, Government of Bangladesh. The study was conducted during January-April 2010. The study covered representation of all administrative divisions with a range of target audiences within the purview of public procurement directly or indirectly. The study attempted to gather all relevant information relating to the idea, perception, opinion, attitude and practice of the key players with respect to reforms and rules of public procurement. The overall goal of the study is to gather information on the above mentioned issues and incorporate those into the development of a comprehensive communication strategy, and design communication interventions to popularize the Public Procurement Rules-2008. The data for the study have been collected by combining both quantitative and qualitative methods.

The Key Findings

Involvement in Public Procurement of Goods and Services: A very high level of involvement of the respondents in public procurement of goods and services has been reported. Cent percent of large, medium and small bidders, 95.5 percent of procurement officials followed by 66.7 percent of audit officials and 60.0 percent of NGO chiefs have reported their involvement. Members of other categories showed quite a low level of their involvement in public procurement. Legal aid providers reported no involvement in the process. Majority of the key informants including the members of contractor associations are also involved with exception of two categories - majority of the members of the public and the entire student community. Majority of the bidders or contractors have over 5 years of working experience. They mostly work with LGED, PDB, Roads and Highways, DPHE, WASA, REB, Railway, PWDB and WDB, etc. The small bidders usually work with LGED and Pourashava, Upazila Engineer and PIO offices and City Corporation.

Idea about PPA-2006 and PPR-2008: High proportions of all categories of tenderers heard about both PPA-2006 and PPR-2008 with more of them hearing about PPR-2008 than PPA-2006. The picture is similar to various categories of procuring entity and other stakeholders. All concerned, except some of the general public and all students, heard about PPA-2006. However, many of them, especially the members of the public only heard about PPA, but did not know much about it. The tenderers and the key informants appeared knowing substantially about both PPA and PPR. Bottom line is their knowledge about both PPA and PPR is not very clear.

Sources of Information about PPA and PPR: For tenderers, website, concerned office, training, newspaper, meeting, and the tender documents are the sources of idea about PPA and PPR. For the members of contractor associations, newspapers and the circulars issued by various concerned offices and other fellow contractors are sources of information about PPA and PPR. Many of the members of the general public mentioned that they heard about PPA from various sources, such as: contractors, senior officers, newspaper, officers of UE, PIO, LGED and office of the NCTB. Substantial proportion of the members of the general public and students do not have any idea about the PPA and the PPR.

Key features of PPR-2008: The bidders who have heard about the document, identified a number of key features of PPR-2008 in their own ways, but many of them missed out some very important ones. Moreover, some of the identified features are either not the key ones or not correct. The number of features identified by the large and small bidders is less than that of the medium bidders. The respondents of qualitative investigations gave more or less a similar picture.

General perception and attitudes towards PPR: All the respondents, irrespective of their categories, are in general divided into two clear groups with regard to their general perception about PPR. In demonstrating positive perceptions, majority of the respondents of all categories said that the PPR was good, useful, easy to follow, transparent, less time-taking, and less bureaucratic. According to the opposing group the PPR is bureaucratic, complicated, hard to follow, lengthy, financially plundering, and so it is not needed at all.

Amendments made to PPR: The respondents of all categories could identify some very important changes made to PPR. Majority of the small bidders perceive the changes to be effective, easy to understand, transparent and user-friendly while for large and medium bidders these figures are somewhat lower. Some of the bidders have expressed some negative perceptions as well. More of the procurement officials, audit officials, heads of NGOs and legal aid providers came up with positive perceptions than the media personnel and the members of civil society.

Practice of following the PPR: Majority of the people, who are directly related with public procurement, have higher level of practice of following the PPR.

Sources of information about dropping tenders: For bidders or contractors the key sources of information for submitting tenders for public procurement are the fellow bidders, newspaper advertisement and the concerned office and website. The number of medium and small tenderers citing such sources for their information about dropping the tenders is less than that. For the members of the contractor associations the sources are: daily newspapers, notice boards of the concerned offices/organizations, official letters, other fellow contractors, the specific website and engineers of the concerned offices/organizations.

Gap in information about procurement: According to the respondents under all categories of quantitative investigation, there is a gap in information in the process of bidding for specific goods and services. Also, pretty high proportions of heads of NGOs, media personnel, and legal aid providers think that there are gaps in the process. But majority of the members of the contractor associations did not feel any gap or shortage of information.

Type of information gaps: Majority of the respondents who reported to information gap in the process, identified some very important gaps. The gaps identified by them include, 'rules are unclear', 'not easily understandable what to do', 'full information is not available', 'information not available on the website', 'no opportunity to surf website', and 'no clear guideline'.

Ways of removing the information gaps: The tenderers of three categories followed by procurement officials suggested more ways than other categories of respondents. The suggestions include: 'reading the gazette', 'contacting CPTU', 'surfing the website', 'contacting other tenderers', 'providing training', and 'developing clear guideline'.

Problems faced in following the PPR: Varying proportions of respondents across the categories mentioned that they had faced problems. All large, medium and small tenderers, procurement officials, heads of NGOs, and the members of civil society stated to have faced problems in the process. None of the audit officials and media personnel mentioned to have faced any such problems.

Ways to remove the problems: The suggested ways include: continuous training of the contractors and members of procuring entities on PPR, orientation of the political leaders and concerned local government officials, initiating communication campaign to popularize PPR, translating PPR and other relevant documents into Bangla and distributing those, developing the guidelines in brief, making civil society and others aware about PPR, giving a thorough orientation to media people about PPR, easing some rules, such as 'mandatory experience of 5 years', reducing the amount of security money (deposit) from 10 per cent, mounting strong campaign and publicity to popularize PPR, educating the members of the public about PPR.

Specific information needed: All categories of respondents identified specific areas of information to know about PPR well. The areas include: importance of knowing about PPR, how to access the total document, steps to initiate bidding process by relevant GOB authority, easy comprehension of the bidding process, guidelines for tenderers, abridged version of PPR in Bangla and English, roles and responsibilities of civil society, media, legal aid agency, general public, basic information about training, orientation, workshops, various communication materials, and the availability of the PPR document.

Barriers to communication on PPR: Substantial proportions of respondents including bidders, procurement officials, heads of NGOs, media personnel and members of civil society stated to have faced some barriers in gaining knowledge about PPR. Both the tenderers and the respondents of all categories of procuring entity, and other stakeholders enumerated the kinds of barriers they faced in gaining information about PPR. It has been observed that, ‘length of the document’, ‘lack of publicity about PPR’, ‘not easily understandable’, ‘not very much discussed’, ‘not easily accessible’, and ‘not clear, misuse of money, language of PPR being English’ are the most important barriers to communication.

Ways to remove the barriers to communication: Majority of the large tenderers suggest ‘providing training’, ‘increasing publicity’, ‘distributing poster/leaflet’, ‘publishing rules in brief and making those available’ as the ways to overcome the barriers they face in knowing about the PPR. The medium and small tenderers also suggested similar ways as the large ones did in this regard. On the other hand, the respondents of all categories of procurement agencies and other stakeholders suggested a very important way for overcoming the barriers along with those suggested by the tenderers. The additional suggestion of these respondents is, ‘more involvement of media, and staging drama and discussion on PPR’. The suggestions of the members of contractor associations are: providing training, distributing posters, leaflets, brochure etc., developing, printing and distributing a shorter version of the rules of PPR, making the PPR document available at a cheaper price, publishing the PPR in easy Bengali and taking steps to make people understand it.

Training received on PPR: Although majority of both the tenderers and the members of various categories of procurement agencies and other stakeholders think that ‘training can minimize barriers, only very small proportions of them have actually received training on the PPR. The duration of training ranged between 3 and 5 days. The issues included in the training are: the tender must be submitted following the public procurement rules, the amount of security money is to be deposited in relation to the quoted amount, the contractor must meet the ceiling of annual turnover, etc.

Areas to be included in training: The members of all categories of procurement agencies and other stakeholders and the members of the contractor associations, who are eventually the contractors, and high proportions of audit officials, legal aid providers and procurement officials suggested that the training should include topics like PPA, PPR, process of public procurement, steps to follow the PPR, and technique to fill in tender form. NGO chiefs and media personnel did not suggest any topic for training.

Existing communication activities to popularize PPR and the related issues: Almost all the respondents, irrespective of their categories, mentioned at least some existing communication materials and activities such as: CPTU website, CPTU calendar, Bengali PPR gazette, PPR document, PPR related training, TV talk shows, workshop/seminar, publishing features in newspapers, training of media staff, staff orientation, office circular, discussion with journalists and policymakers. Majority of the members of contractor associations and the key informants did not have knowledge about any existing communication activities and nothing like that had attracted their attention.

Types of communication materials in use: As mentioned by the varying proportions of tenderers and members of different procuring agencies and other stakeholders, communication materials, such as calendar, PPA gazette, PPR document, training manual, and guidebook, newspaper and office circular are in use in the program. Among the above communication materials, PPR document received the highest weight among both the tenderers and the members of procurement agencies and other stakeholders, followed by PPA gazette, training manual and calendar.

Effective communication activities: As termed by the respondents, irrespective of categories, all the communication activities currently being implemented are effective. Among the bidders, 'PPR document' enjoys the highest effectiveness, followed by 'PPR gazette in Bangla', 'PPR related training' and 'office circular'.

Special communication activity needed to popularize and implement PPR: Since the majority of the members of the procuring entity, contractors and other concerned people do not have a clear and appropriate idea and knowledge about the PPR, all concerned think that it is necessary to undertake special communication programs like social mobilization /communication campaign to popularize and implement PPR.

Suggestions for communication materials, messages and media: All respondents, irrespective of categories, suggested some communication materials, many messages and areas of information and media in order to popularize and implement PPR-2008 smoothly and efficiently. The suggested materials, areas of message/information and media will also go a long way towards designing the communication activities as part of communication strategy, it is believed.

Suggestions for visuals and slogans for campaign logo: All respondents, irrespective of the categories, suggested many visual concepts and slogans to be used in the logo for the proposed campaign to popularize the PPR.

Conclusions:

- PPA and PPR are two very important documents that govern the public procurement process of the country, the objective being to ensure smooth and corruption-free procurement for steady supply of goods and services.
- Many people have just heard about PPA and PPR but they lack appropriate knowledge about the contents of the documents.
- Sources of knowledge about the documents are not adequately tapped and propelled to disseminate message/information about PPA and PPR.
- People consider PPR as the latest version of the PPA and consider it a document to know more about procurement.
- As to the perception about PPR, the target audiences are clearly divided into two groups, one maintaining positive and other holding negative perception.
- Those who know about the changes brought about in the PPR are also of two distinct blocks, having positive and negative perceptions about the changes.
- It may be assumed that all who drop tenders and the procurement officials and audit officials follow the PPR and they know pretty well the process of selecting contractors. Also that they access various sources for exploring information about dropping tenders.
- Those who follow PPR have mixed experiences – positive and negative.
- Some gaps in information and problems in following the procurement process have been identified which need to be taken care of.
- There are potential barriers to communication on public procurement.
- There is no publicity at all to popularize and implement PPR.
- Training is very limited.
- All respondents, irrespective of categories, think that a special communication intervention needs to be undertaken.

Recommendations

It is recommended that:

- A. A policy decision be taken to design and implement planned communication activities for popularizing and smoothly implementing the PPR.
- B. Based on the present situation analysis and other relevant information already captured, a detailed communication strategy including the action be designed and developed.
- C. A comprehensive training / orientation program be designed, developed and implemented. Fresh training needs assessment will not be required since elements of needs assessment have already been employed in this study and enough needs have been identified. It is being suggested that:
 - Each of the courses addresses and describes the salient features of the PPA and PPR
 - Rules dealt with in the PPR document
 - Guidelines and steps to be followed by the procuring entity and the bidders
 - Roles and responsibilities of various stakeholders in the implementation of PPR
 - Advantages and benefits of following the PPR.
- D. A multi-media approach, with emphasis on mass media be taken to disseminate relevant message and information.
- E. A campaign approach instead of many one- shot communication jerks be planned.
- F. A campaign logo, slogan, and a specific jingle be developed to be used in all kinds media and possible materials so that people can instantaneously associate with messages, logo, and jingle with the theme helping them in retention of the message
- G. Same messages be used and disseminated through all media.
- H. An efficient and pragmatic monitoring, supervision and evaluation of the communication campaign be in-built into the program.
- I. A plan for reviewing and revising the communication activities be in place.
- J. The suggested messages and text and visual concepts for slogan and logo be considered while developing slogan, logo and other communication materials.
- K. The following communication materials/activities/interventions be developed and used for PPR communication: poster, billboard, brochure, leaflet, PPR training curriculum and guidebook, TV/Radio spot/drama, talk show, newspaper articles, meeting/workshop/ seminar, and street drama.

Section A: Introduction and Study Methodology

CHAPTER ONE

INTRODUCTION

This chapter deals with various pertinent issues relating to the background of the study titled “Opinion Research on Public Procurement for Social Awareness Campaign and Communication (SACC)”. Following this, the subsequent chapters present, the Study Methodology; Idea, Perceptions and Attitudes Regarding Public Procurement Rules, Practice Regarding Implementation of PPR-2008, Communication Barriers and Existing Communication Activities, Suggestions for Communication Activities and Analysis of the Key Findings, Conclusion, and Recommendations.

1.1 Background

Procurement has been identified as the most significant factor that affects public sector performance with huge financial wastage.¹ In the backdrop of the above, the Central Procurement Technical Unit (CPTU) has been implementing the PPRP-II to improve the performance of the public procurement system progressively in Bangladesh, focusing largely on the key sectoral ministries and targeting their implementing agencies. The PPRP- II focuses, among others, on the following four major components:

- Furthering policy reform and institutionalizing capacity development;
- Strengthening procurement management at the sectoral level;
- Introducing e-Government Procurement (e-GP); and
- Ensuring communication, behavioral change, and social accountability.

The communication, behavioral change, and social accountability component of the project aims at two separate, but interrelated goals, such as:

- Raising awareness and understanding the importance of a well functioning public procurement system; and
- Engaging key stakeholders, including relevant government entities, civil society partners, private sectors, media, and local communities in the monitoring of the procurement process and its outcomes.

1.2 Public Procurement: An Overview and Rationale of the Study

As part of the broad public sector reforms, the government has undertaken management of implementation challenges aiming to improve performance of public procurement progressively towards strengthening overall sectoral governance. In order to achieve the aims and objectives, a permanent unit, called Central Procurement Technical Unit (CPTU) was established in 2002. This is an implementing unit in the field of procurement reform and monitoring of reform implementation. Reform process was carried out with ultimate outcomes of formulation and issuance of a unified procurement processing system (Public Procurement Regulations-2003), Implementation Procedures for PPR 2003, Public Procurement Processing and Approval Procedures (PPPA), Revised Delegation of Financial Powers (DOFP) and several Standard Tender Documents (STDs)/Standard Request for Proposal Document for the procurement of Goods, Works and Services. In 2006, the Public Procurement Act (PPA 2006) was passed by the Parliament and in 2008, a new set of Public Procurement Rules (PPR 2008) was issued. The PPA 2006 and PPR 2008 were made effective from 31 January, 2008.

Country Procurement Assessment Report (CPAR) and the Public Procurement Reform Project (PPRP): With demonstrated slow procurement performance in different government projects a Country Procurement Assessment was undertaken in 2001 to explore the prevailing public procurement policy, framework, institutions and staff skills. The Country Procurement Assessment Report (CPAR) prepared by World Bank, in agreement with the Government of Bangladesh, identified many deficiencies, including the following major ones, in the procurement system of the country:

- Absence of sound legal framework governing public sector procurement
- Complex bureaucratic procedure causing delay
- Absence of planning
- Multiple layers in the approval and review process
- Lack of adequate professional competence of staff to manage public procurement
- Generally poor quality of bidding documents and bid evaluation process
- Ineffective administration of contracts
- Absence of adequate mechanism for ensuring transparency and accountability.

Against the backdrop of the existing situation, the need for improving governance in the public procurement management area was felt. The first "Public Procurement Reform Project" with IDA assistance which was approved on 14 February 2002 clearly defined its implementation objectives as to contribute to improved performance in public procurement through introduction of measures to make the public procurement system compliant with internationally agreed norms for efficiency, transparency and accountability with the increase of procurement capacity through training and creation of a pool of national procurement professionals. Now that PPRP is in place, it has been felt that in order to raise awareness and understanding of the same, strategic communication activities need to be undertaken for which a broad-based communication strategy is of utmost necessity. This then is the rationale for this proposed study.

1.3 Purpose and Objectives of the Study

Purpose: The purpose of the ‘Opinion Research’ is to gather information about existing communication efforts, needs for new interventions, environment related to public procurement system, etc; and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, tenderers, media, civil society members and general population regarding reform of public procurement system. The opinion research is expected to help develop long term visions for communication strategy and design communication interventions.

Objectives: The major objective of the opinion research is to determine level of public understanding and appreciation of the reformed procurement system and the values that have been added to it including proper management of public fund, outsourcing the provision of goods and services in a competitive manner, accountability of public officials etc. in Bangladesh.

The specific objectives of the study are to:

- measure the level of awareness on reformed public procurement system;
- assess the level of understanding of the necessity of PPR in Bangladesh;
- assess the basic knowledge of the respondents regarding reformed public procurement system;
- assess the perception and attitude of the respondents regarding PPR;
- identify the practice of the respondents regarding the implementation of PPR system;
- understand key areas of information needs to be disseminated to the target population;
- identify barriers and challenges to communication and awareness regarding PPR;

-
- understand the level of awareness campaign required for policy people, procuring entities and bidders, civil society, business community, media and general population;
 - know the available services, deal with information dissemination and create positive change in behavior of the target population regarding public procurement; and
 - know the special mobilization activities to ensure that the target population get activated and involved in popularizing and implementing the PPR.

1.4 Organization of the Report

This report has been organized in seven chapters under three specific sections. Chapter one and two deal with introduction and study methodology under Section-A. Chapters three to six present the detailed study findings under Section-B. The last section of the report presents Chapter-7 on discussion, conclusion, and recommendations, followed by appendices.

CHAPTER TWO

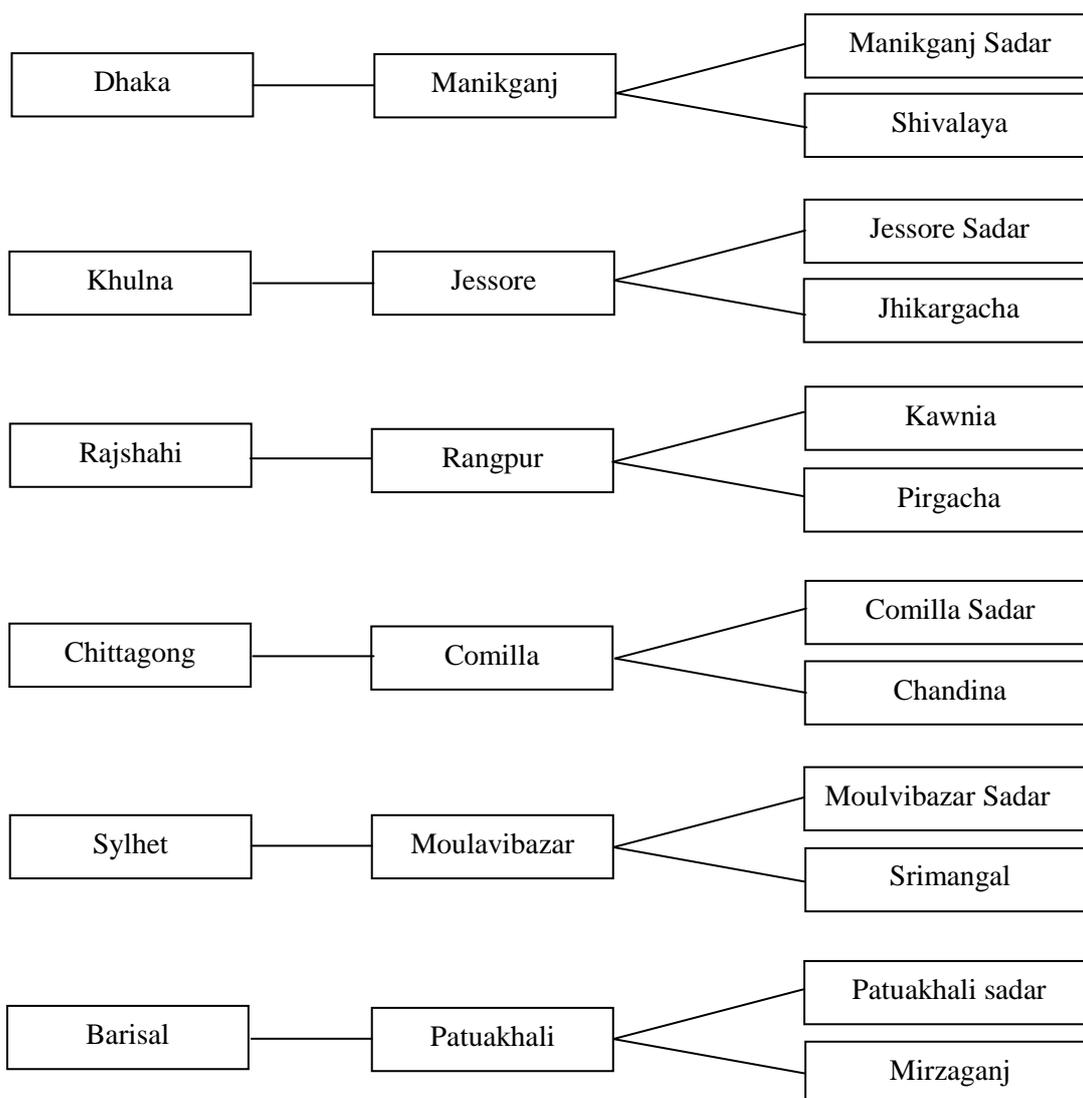
STUDY METHODOLOGY

This chapter of the report delineates various issues and different steps involved in developing the study design. These issues explain how various steps were taken and functioned. The sections below explain the pertinent issues and steps dealt with:

2.1 Study Areas

All six (later seven including the new one) administrative divisions of the country have been brought within the purview of the study. In order to ensure wider coverage 2 districts from each of the administrative divisions and 2 upazilas from each of the selected divisions have been covered in the study. The selected study areas look like the following pattern:

Pattern of Study Districts and Upazilas



2.2 Information Collection Methods

Given the nature of the opinion research study, both quantitative and qualitative methods have been employed for collection of data/information. Since a wide variety of people are involved in the process of public procurement, a number of methods have also been required to capture their views depending on their status, their availability and affordability of time. Thus, following four methods of data / information collection have been employed in the study:

Table-1: Methods employed by types of investigation

Types of Investigation	Methods Employed
Quantitative	In-depth Interview (IDI)
Qualitative	Key Informant Interview (KII)
	Focus Group Discussion (FGD)
	Case Study (CS)

2.3 Study Population and Target Audiences of the Study

Study Population: General public, bidding communities, civil societies, procurement and audit officials, heads of non-govt. organizations, media personnel, legal aid providers, academicians/professors and students, key informants (policy makers and gate keepers, upazila/pourashava/municipality chairman, parliamentarian and development partners, members of business chambers) have been considered as the study population of this assignment.

Target Audiences: In line with the objectives of the study and the indicators to be measured, following specific target audiences have been covered by methods in order to capture the required data/information:

Table-2: Target audiences by methods

Methods	Target Audiences
In-depth Interview (IDI)	<ul style="list-style-type: none">▪ Bidders:<ul style="list-style-type: none">- Large- Medium- Small▪ Procurement Officials▪ Audit Officials▪ Heads of non-govt. organizations▪ Media personnel▪ Legal aid providers▪ Members of civil societies
Key Informant Interview (KII)	<ul style="list-style-type: none">▪ Parliamentarian▪ Members of Parliamentary Purchase Committee▪ Development partners▪ Academicians/Professors▪ Members of Business Chamber▪ Upazila Chairmen▪ Pourashava Chairmen▪ Pourshava Engineers
Focus Group Discussion (FGD)	Members of: <ul style="list-style-type: none">▪ General Public▪ Students▪ City Corporation Contractors Associations▪ District Contractors Associations
Case Study (CS)	<ul style="list-style-type: none">▪ Who have some experience and/or knowledge about advantages and disadvantages of PPRP

2.4 Sample Selection and Sample Size

The total size of the sample respondents was 530 representing all selected categories of audiences. This sample size however also includes participants of 36 focus groups. The group size ranges between 8 and 12 participants. The table below shows the distribution of sample size by methods of information/data collection:

Table-3: Sample size

Methods	Categories of respondents	No. of respondents and groups	
		Respondents	Groups
In-depth Interview (IDI)	▪ Bidders:		
	- Large	05	
	- Medium	10	
	- Small	08	-
	▪ Procurement Officials	89	
	▪ Audit Officials	06	
	▪ Heads of non-govt. organizations	05	
	▪ Media personnel	14	
▪ Legal aid providers	08		
▪ Members of civil societies	18		
	Total	163	
Key Informant Interview (KII)	▪ Parliamentarian	02	
	▪ Members of Parliamentary Purchase Committee	02	
	▪ Development partners	02	
	▪ Academicians/Professors	06	-
	▪ Members of Business Chamber	06	
	▪ Upazila Chairmen	05	
	▪ Pourashava Chairmen	05	
	▪ Pourshava Engineers	02	
	Total	30	
Focus Group Discussion (FGD)	Members of:		
	▪ General Public	107	12
	▪ Students	111	12
	▪ City Corporation	55	06
	▪ District Contractors Associations	52	06
	Total	325	36
Case Study (CS)	▪ Who have some experience and/or knowledge about advantages and disadvantages of PPRP	12	-
	Total	530	36

2.5 Study Instruments

In line with the purpose, objectives, methodology and the areas to explore in the survey, following broad types of instruments have been developed and administered in the proposed study:

- Questionnaire for conducting individual structured interview with bidding communities, procurement officials, audit officials, members of civil societies, heads of non-govt. organizations, media personnel and legal aid providers;
- Structured and semi-structured questionnaire/guidelines for conducting KII with the parliamentarians, Parliamentary Purchase Committee members, development partners, academicians/professors, member of business chamber, upazila chairman, pourashava chairman, and pourshava engineers;
- Guidelines for conducting Focus Group Discussion (FGD) with members of general public, student community and City Corporation and District Contractor Association; and
- Guidelines for conducting Case Study (CS) with those who have some experiences and/or knowledge about advantages and disadvantages of PPR.

2.6 Data/Information Compilation and Reporting

Data/Information Compilation: Tabulation of field research data and development of an analysis plan are two important steps of data processing and compilation activity. Again, data processing and compilation has certain steps to undertake before developing the analysis plan and complete the tabulation of data generated from the study.

Data processing and compilation are very important activities in a study/survey research program. Data processing of the study included the steps like: registration of filled-in questionnaires, questionnaire editing and coding, software designing and development of data entry format, computerization of data, data cleaning, tabulation and graphical presentation. Compilation of information generated through FGD and KII has been done manually and presented in textual form. The Research Coordinator of the research team has supervised all the data processing, tabulation and analysis activities of the study.

Reporting: The report has been prepared according to the approved outline developed in line with the core objectives of the survey. The Chief Investigator and the Research Coordinator were involved in writing the report. In all interesting cases graphical presentations (*graphs and tables*) have been attempted to facilitate understanding of the report.

Section B: Detail Study Findings

This section presents the detailed findings of the opinion research study. Trailing back the foregoing chapters it may be recalled that the study on the one hand encompassed a wide range of people of various categories and on the other hand, employed a number of methods for collecting data/information. However, the study methodology reflects a blend of quantitative and qualitative techniques – quantitative generating ‘how many’ – ‘how much’ questions, while qualitative exploring ‘what’ – ‘how’ indicators. In presenting the data and information on the similar issues, quantitative data and qualitative information have been attempted to be triangulated so that the issues are better understood with in-depth ideas. Thus, quantitative data on a specific indicator have been presented first followed by qualitative information, if available. The qualitative information also reflects the case stories. The names used in the individual cases are fictitious. This has been done in order to maintain the privacy of the respondents.

CHAPTER THREE

IDEA, PERCEPTIONS AND ATTITUDES REGARDING PUBLIC PROCUREMENT RULES

This chapter explores the idea, perceptions and attitudes of the study target audiences about Public Procurement Rules (PPR-2008). Various relevant indicators have been considered in making a vivid portrayal of the people’s idea, perceptions and attitudes. It is expected that the emerging results of this survey will illuminate on the background of the pertaining issues.

Idea about PPA and PPR

3.1 Involvement in Public Procurement of Goods and Services

Table-3.1a and Table-3.1b below depict a candid picture of the level of involvement of the various categories of respondents in the public procurement of goods and services. Data show a very high level of involvement of the respondents of four categories. Cent percent of large, medium and small bidders are involved in the public procurement of any sort (Table-3.1a).

Whether involved	Percentage of bidders			
	Large bidder	Medium bidder	Small bidder	Total
Yes	100.0	100.0	100.0	100.0
No	0.0	0.0	0.0	00.0
Total	100.0	100.0	100.0	100.0
N	5	10	8	23

On the other hand, high proportions of the procurement officials (95.5 percent) followed by the audit officials (66.7 percent) and the heads of NGOs (60.0 percent) have reported that they are involved. Members of the civil society (11.1 percent) followed by media personnel (7.1 percent) showed quite a low level of their involvement of any sort in public procurement. Legal aid providers reported no-involvement in the process. Thus it has been observed that overall, 67.9 percent of respondents of various categories falling under procuring entity are involved in public procurement (Table-3.1b).

Involvement of procurement	Percentage of distribution of respondents						Total
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society	
Yes	95.5	66.7	60.0	7.1	0.0	11.1	67.9
No	4.5	33.3	40.0	92.9	100.0	88.9	32.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N	89	6	5	14	8	18	140

On the contrary, according to the information of qualitative investigations all the members of City Corporation and district level bidders associations are involved in the procurement. Majority of the key informants are also involved in the system with exception of a very few who maintained that they are not. On the other hand, majority of the members of the public are not involved in the process, while a few maintained that they are, since they themselves are contractors. None of the student community approached under the study is involved in any activity relating to the process of public procurement.

The respondents who reported their involvement in the process of public procurement, varied widely as to the duration of their involvement, the range being between 3 and 26 years for members of City Corporation and district level contractor associations. Other ranges reported were 6-7 years for members of the public and over 5 years for key informants.

Majority of the bidders – large (100 percent), medium (100 percent) and small (87.5 percent) – stated that the duration of their working experience in public procurement was ‘over 5 years’. Overall, 95.7 percent of all bidders mentioned their working experience to be ‘over 5 years’ (Table-3.2).

Years of experience	Percentage of bidders by working experiences			
	Large bidder	Medium bidder	Small bidder	Total
2-3 years	0.0	0.0	12.5	4.3
Over 5 years	100.0	100.0	87.5	95.7
Total	100.0	100.0	100.0	100
N	5	10	8	23

The bidders of the three categories who are involved in procurement were asked about organizations they worked with. Table-3.3 below shows the pattern of organizations the bidders work with with regard to public procurement. Data reveal that the large bidders work more with LGED (100 percent), PDB (100 percent), RHD (60 percent), BWDB (60 percent) etc. than others. For medium bidders the organizations are LGED (70 percent), health (60 percent) and PDB and WDB (50 percent each). The key organizations the small bidders work with include, LGED (100 percent) and Pourashava and City Corporation (50 percent).

Organizations	Percentage of bidders by organization		
	Large bidder	Medium bidder	Small bidder
RHD	60.0	40.0	12.5
LGED	100.0	70.0	100.0
WASA	40.0	10.0	0.0
PDB	100.0	50.0	25.0
Education	40.0	20.0	25.0
Family Planning	20.0	20.0	0.0
Health	40.0	60.0	0.0
WDB	60.0	50.0	37.0
Pourashava, City corporation	20.0	40.0	50.0
N	5	10	8

Multiple Responses

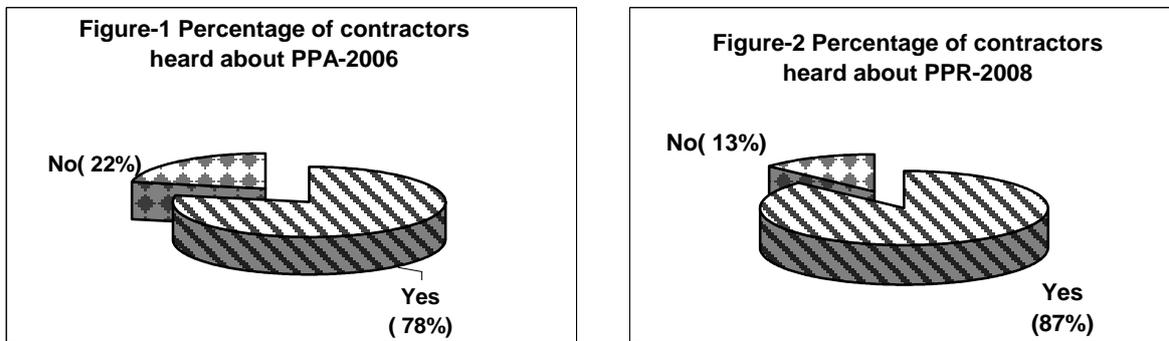
Of the respondents who are involved in some kind of procurement, are basically involved in construction and repairing of roads, construction of drains, building, embankment, sluice gates, bridge, culvert, electric supply lines, godowns, supply of stationeries, office items, office furniture, and construction of new school buildings and repairing the existing ones and purchase of construction materials, rice, paddy, sanitary items, stationery items, etc.

The respondents of qualitative investigations state that they work with DANIDA, LGED, Roads and Highways, BWDB, PDB, Department of Public Health Engineering, PWDB, REB, City Corporation, WASA, Railway, District Parishad, UE and PIO office etc.

3.2 Idea about PPA-2006 and PPR-2008

In order to assess the level of idea of the respondents about PPA-2006 and PPR-2008, the study examined if they had heard about the two documents. Figure-1 shows that 78 percent contractors heard PPA-2006. Data show high proportions of bidders of three categories heard of both the documents. Table-3.4a reveals that all the large bidders followed by medium (80.0 percent) and small (62.5 percent) ones have heard of PPA-2006.

With regard to PPR-2008, even higher proportions of bidders mentioned to have heard. Figure-2 shows that 87 percent contractors heard about PPR-2008. The findings imply that more bidders



heard about PPR-2008 than they had heard about PPA-2006. Again, this may be due to the fact that the bidders are more interested to know about the rules than the laws backing up those rules.

Table-3.4a: Bidders' idea about PPA-2006 and PPR-2008					
Idea indicators by Documents		Percentage of bidders by idea indicators			
		Large bidder	Medium bidder	Small bidder	Total
PPA-2006	Heard	100.0	80.0	62.5	78.3
	Never Heard	0.0	20.0	37.5	21.7
Total		100.0	100.0	100.0	100.0
N		5	10	8	23
PPR-2008	Heard	100.0	90.0	75.0	87.0
	Never Heard	0.0	10.0	25.0	13.0
Total		100.0	100.0	100.0	100.0
N		5	10	8	23

Almost similar picture has been depicted by various categories of procuring entity and other stakeholders. Comparatively lower proportions of various categories of respondents, 'heads of NGOs' being the lowest (60.0 percent), have heard about PPA-2006. Table-3.4b shows that more respondents, irrespective of the categories, have heard about PPR-2008 (overall, 96.4 percent of all respondents) than they have about PPA-2006 (overall, 89.3 percent of all respondents).

Table-3.4b: Procuring entity's idea about PPA-2006 and PPR-2008								
Idea indicators by Documents		Percentage distribution of respondents by idea indicators						
		Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society	Total
PPA-2006	Heard	97.8	83.3	60.0	78.6	100.0	61.1	89.3
	Never heard	2.2	16.7	40.0	21.4	0.0	38.9	10.7
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	N	89	6	5	14	8	18	140
PPR-2008	Heard	98.9	100.0	80.0	92.9	100.0	88.9	96.4
	Never heard	1.1	0.0	20.0	7.1	0.0	11.1	3.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	N	89	6	5	14	8	18	140

Maybe, this is because more people prefer knowing the how-to guide to learning legal provisions behind any activity. They consider PPA-2006 as an embodiment of laws pertaining to public procurement of goods and services and PPR-2008 as a set of rules of performing the procurement.

Except only a few of the general public and all students approached in terms of FGDs, all concerned have heard about PPA-2006. However, many of those, especially the members of the public only heard about PPA, but did not know what exactly it was. Those who knew about it varied widely with regard to the meaning of the same. The students mentioned that they had neither heard nor knew about PPA-2006. On the other hand, the bidders and the key informants know substantially about both PPA-2006 and PPR-2008.

Asked to explain in brief what they know of Public Procurement Act-2006, majority of the key informants represented by policy makers, parliamentarians, members of Parliamentary Committee on Govt. Purchase, development partners, members of business chambers, academicians/professors and Upazila/Pourashava/Municipality Chairman mentioned that the Public Procurement Act-2006 was the policy of the government regarding government procurement or purchase. Some of them think that it has been developed to control and streamline the public procurement system, which went beyond control, while according to a few others this has been developed to regularize the tender related activities. One of them said, “The Public Procurement Act-2006 of the Government is meant for performing all procurements of the government in an efficient and smooth manner”.

With regard to the Public Procurement Rules-2008 on the other hand, majority of the key informants think that the PPR has been developed by slightly changing the PPA-2006. However, one of them thinks that the PPR-2008 is the government policy relating to government procurement within the provisions of PPA-2006. Everyone must follow the PPR-2008 with regard to any public procurement. Another key informant further maintains that PPR-2008 is the government law regarding government procurement or purchase. There are provisions of punishment for violating the PPR.

3.2.1 Sources of information about PPA and PPR

Table-3.5 reveals that for bidders, website, concerned office, training, newspaper, meeting, and the bidding documents are the sources of information about PPA and PPR. Of these, concerned offices are the key source of information for large (100 percent), medium (90 percent) and small (100 percent) bidders. For large bidders other major sources are newspaper (100 percent), meeting (80 percent), followed by website and training (40 percent each) and bidding documents (20 percent). For medium bidders the next major source of information is newspaper (50 percent).

Sources of information	Percentage of bidders by sources of information		
	Large bidder	Medium bidder	Small bidder
Website	40.0	20.0	12.5
Office	100.0	90.0	100.0
Training	40.0	20.0	12.5
Newspaper	100.0	50.0	12.5
Meeting	80.0	40.0	12.5
Others (bidding documents)	20.0	20.0	25.0
N	5	10	8

Multiple Responses

Other sources of information include, meeting (40 percent) and website, training, and bidding documents (20 percent each). A quarter of the small bidders know about the PPA and PPR from meeting and bidding documents each. Only 12.5 percent of small bidders know about the PPA and PPR from website, training and newspaper.

On the contrary, majority of the members of City Corporation and district level contractor associations came to know about the PPA-2006 and PPR-2008 from the newspapers and the circulars issued by various concerned offices while purchasing the tender forms. Some of them also know from other fellow contractors. In general, the bidders came to know about PPA when this became “a law” (in their own language), as all of them were associated with this profession. One of them explained the perspective of knowing about PPA and PPR by mentioning, “We knew about it on our own in our own interest and necessity”. With regard to the sources of their knowledge about PPA many of the members of the general public mentioned that they heard about PPA from various sources, such as:

- Contractors while they purchase goods/materials or fail to repay on time by showing the excuse of the Act;
- Senior officers while they visit the sites for inspection;
- Newspaper;
- Officers of different departments/organizations while purchasing the bidding documents; and
- UE, PIO, LGED, Office of the NCTB.

3.2.2 Key features of PPR-2008

The bidders who have heard about the document, identified a number of key features of PPR-2008 in their own ways, but many of them missed out some very important ones. Moreover, some of the identified features are either not the key ones or not correct. Table-3.6 reveals that the large and small bidders identified lesser number of features than the medium bidders.

Data imply that the bidders have good amount of knowledge about the key features of the PPR. However, it is felt that they should know more about the PPR so that they can comply with requirements and submit the bidding documents correctly.

Table-3.6: Key feature of PPR-2008			
Features of PPR-2008	Percentage of bidders identifying features		
	Large bidder	Medium bidder	Small bidder
Follow the PPR	33.3	55.6	57.1
100 percent fulfillment of terms and condition	33.3	22.2	14.3
Awarding the work within the scheduled time	66.7	11.1	28.6
Training facility	0.0	0.0	28.6
Publishing PPR books and gazettes	0.0	0.0	14.3
Five years working experience	33.3	22.2	14.3
Submitting performance certificate	33.3	0.0	0.0
Bank solvency certificate	0.0	11.1	0.0
Experience of completing work worth at least 90 lac taka	0.0	11.1	0.0
No experience is required for big works, whereas for small it is a must	0.0	11.1	0.0
Evaluation committee introduced	33.3	11.1	14.3
Regulations enforced so that rules are followed strictly	33.3	22.2	0.0
Compulsion of awarding the work to the lowest bidder	0.0	22.2	0.0
Tender to be dropped at a single center	0.0	11.1	0.0
N	3	9	7

Multiple Responses

The respondents of qualitative investigations gave more or less similar picture. Majority of the respondents, irrespective of categories, who heard or knew about PPR-2008, demonstrated some

basic knowledge about the key features of PPR-2008. While outlining the key features, the respondents came up with a long list of such features as below:

- Requirement of previous experience in similar work (in 5 years).
- Needed to deposit 10 percent of total cost as security money.
- Required to show liquid money in bank.
- The work order must be issued within the stipulated time. The authority will be held responsible if the work order is not issued within three months.
- To select bidder through lottery.
- There is no scope to get work order through mutual negotiations among contractors.
- The number of tender dropping center has been reduced to one.
- Tender notice for more than 1 crore Taka job must be floated on the web site.
- Provision of evaluation committee has been created.
- There are arrangements for pre-tender meetings.
- For bigger jobs, previous experience is not mandatory but it is a must for smaller jobs.
- All concerned organizations must follow the PPR in similar fashion.
- The rules are to be strictly followed.

Some members of various bidders associations strongly opposed the PPR-2008 and termed it to be a trick of plundering and misusing money. Under PPR, one has to submit previous experience certificate, bank solvency certificate, a sum of money amounting to 10 percent of total cost as security money, performance bond and trade licence. According to them, “The PPR has been developed in the interest of the bureaucrats. It is highly bureaucratic and full of complications”.

On the other hand, some others expressed the view that the document is an embodiment of a set of clear rules for submitting tenders in a transparent way. They went on saying that laws had been enacted and the rules formulated and it was now people’s responsibility to follow those laws and rules correctly. Transparency and quality of work will be ensured if the PPR is followed strictly.

Perceptions and Attitudes about PPR

3.3 General Perception about PPR

All the respondents, irrespective of the categories, have been asked to provide their general perception about the PPR. It has been observed that the target audiences are in general divided into two clear groups, one holding positive perception about the PPR, while the other maintaining the negative perception. While demonstrating positive perceptions about the PPR, majority of the respondents of all categories said that the PPR was good, useful, easy to follow, transparent, less time-taking, and less bureaucratic. On the other hand, according to the opposing group the PPR is bureaucratic, complicated, hard to follow, lengthy, financially plundering, and so it is not needed at all.

3.4 Amendments made to PPR-2008

The respondents of all categories could identify some very important amendments made to PPR-2008. The key amendments identified by the large bidders include, ‘compliance with rules has been made mandatory’, ‘over 1 crore Taka tender must be posted to website’, ‘evaluation committee has been formed’ (each maintained by 80 percent of large bidders), ‘security money has been hiked to 10 percent from 1 percent’, ‘authority can select bidder from a small number’ and ‘all agencies must follow PPR’ (each maintained by 80 percent of large bidders). As identified by the medium bidders, the key amendments are ‘security money has hiked to 10 percent from 1 percent’, ‘over 1 crore Taka tender must be posted to website’ (each mentioned by 80 percent of medium bidders), and ‘evaluation committee has been formed’ (maintained by 50 percent of

medium bidders). For the small bidders, ‘security money has hiked to 10 percent from 1 percent’ and ‘over 1 crore Taka tender must be posted to website’ were the key changes maintained by 87.5 percent and 62.5 percent of respondents respectively.

Changes brought about in PPR	Percentage of bidders mentioning changes		
	Large bidder	Medium bidder	Small bidder
Security money has been hiked to 10% from 1%	60.0	80.0	87.5
Large work needs experience, small does not	20.0	40.0	25.0
Following rules has been made mandatory	80.0	30.0	25.0
Authority to be responsible if work order not given in 3 months	20.0	40.0	37.5
Authority can select bidder from a small number	60.0	40.0	12.5
All agencies must follow PPR	60.0	30.0	12.5
Over 1 crore Taka tender must be posted to website	80.0	80.0	62.5
Honorarium has been initiated for opening tenders	0.0	20.0	12.5
Single dropping center in place of multiple centers	20.0	40.0	25.0
Evaluation Committee has been formed	80.0	50.0	50.0
There is arrangement of pre-tender meeting	20.0	10.0	25.0
Tenders are opened in presence of outside people	20.0	10.0	25.0
Do not know the changes/cannot say	40.0	10.0	12.5
Other (prior experience not needed for work worth Taka 2 crore)	0.0	10.0	0.0
N	5	10	8

Multiple Responses

Similarly, the members of various procuring agencies and other stakeholders (with varying proportions) also mentioned a number of amendments that have made to the PPR-2008. Data in Table-3.6b reveal that the procurement officials and the audit officials know more about the amendments than the four other categories in the row.

Changes brought about in PPR	Percentage of respondents mentioning the changes					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Security money has hiked to 10% in place of 1%	43.8	50.0	0.0	0.0	28.6	31.3
No requirement of experience for large work, for small work there is	41.6	33.3	20.0	21.4	28.6	31.3
Following rules has been made mandatory	32.6	66.7	40.0	7.1	0.0	12.5
Authority has been made responsible if work order cannot be given in 3 months	31.5	33.3	20.0	28.6	14.3	18.8
Authority can select appropriate bidder from a small number	28.1	33.3	20.0	7.1	14.3	18.8
All agencies must follow PPR	44.9	83.3	20.0	7.1	42.9	6.3
Tender for over 1 crore Taka must be posted to website	62.9	33.3	60.0	42.9	57.1	62.5

Changes brought about in PPR	Percentage of respondents mentioning the changes					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Honorarium available for opening tenders	37.1	33.3	.0	7.1	.0	.0
Basically there is no change	1.1	.0	.0	.0	.0	6.3
Single dropping center in place of multiple centers	40.4	33.3	.0	14.3	42.9	18.8
Evaluation Committee has been formed	50.6	83.3	20.0	28.6	57.1	31.3
Pre-tender meeting initiated	15.7	.0	.0	.0	28.6	6.3
Tenders are opened in presence of outside people	33.7	66.7	40.0	21.4	42.9	12.5
Don't know the changes / cannot say	14.6	.0	40.0	42.8	28.6	25.1
N	89	6	5	14	7	16

Multiple Responses

In another attempt of qualitative investigation, the members of the bidders associations and the key informants were approached to identify the changes brought about in the PPR-2008. There are a lot of similarities of the identified changes with the key features of the PPR-2008 as identified by the target audiences. Below are the changes identified by the target audiences:

- According to majority of the key informants and some members of the bidders associations, the PPR is more or less good in general.
- It has been advised here to work following the rules.
- The large contractors do not require any experience, but it is a must for the smaller ones.
- Provision of an evaluation committee has been created.
- Tender notices or procurement advertisements are to be floated on website.
- Provision of honorarium has been created for opening tenders.
- If due to certain reasons the lowest bidder is not awarded the work, provision has been created to let him/her know the reasons through letter.
- The authority will be held responsible if the work order is not issued within 3 months.
- The amount of security deposit has been increased to 10 percent from 5 percent.
- Provision has been kept for pre-tender meeting.
- The number of tender dropping center has been reduced to one instead of several.
- The tenders will have to be opened in front of the participants.

Despite the fact that many respondents irrespective of categories know about the changes brought about in the PPR, sizeable proportions of the others still need to know them. This implies that meticulous communication interventions should be planned and executed.

3.5 Perception about the changes brought about in the PPR

The changes brought about in the PPR have been perceived to be effective, easy to understand, transparent and user-friendly respectively by 100 percent, 66.7 percent, 87.5 percent, and 100 percent of small bidders. For large and medium categories of bidders these figures are lower somewhat (Table-3.7a). Respondents of all three categories of bidders have expressed some negative perceptions as well. Negative perceptions are the highest among the bidders of medium category followed by those of large category across the perception indicators.

The table further shows that overall, 85.0 percent, 66.7 percent, 72.7 percent and 80.0 percent of all bidders (irrespective of large, medium and small categories) taken together perceive the PPR to be 'effective', 'easy to understand', 'transparent' and 'user-friendly' respectively.

Table-3.7a: Perception of bidder about the changes brought about in PPR								
Perception indicators	Percentage of bidder by perception indicators							
	Large bidder		Medium bidder		Small bidder		Total	
	Yes	No	Yes	No	Yes	No	Yes	No
Effective	66.7	33.3	77.8	22.2	100.0	0.0	85.0	15.0
Easy to Understand	100.0	0.0	50.0	50.0	66.7	33.3	66.7	33.3
Transparent	80.0	20.0	55.6	44.4	87.5	12.5	72.7	27.3
User-friendly	50.0	50.0	85.7	14.3	100.0	0.0	80.0	20.0
N	5		10		8		-	-

Multiple Responses

Similarly, the members of various procuring agencies and other stakeholders (with varying proportions) have also mentioned a number of changes that have been brought about in the PPR-2008 Data in Table-3.7b reveal that more of the procurement officials, the audit officials, heads of NGOs and legal aid providers came up with positive perceptions than the media personnel and the members of civil society. This implies that media personnel and the members of the civil society need to be given orientation meticulously alongside other categories of people because they are very important opinion mobilizers.

Table-3.7b: Perception of procurement officials and others stakeholders about the changes brought about in PPR													
Perception Indicators	Percentage distribution of respondents by Perception indicators												
	Procurement officials		Audit officials		Heads of NGOs		Media personnel		Legal aid providers		Civil society		
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Don't know
Effective	92.8	7.2	100.0	0.0	100.0	0.0	100.0	0.0	100.0	0.0	60.0	30.0	10.0
Easy to Understand	77.1	22.9	83.3	16.7	50.0	50.0	37.5	62.5	100.0	0.0	62.5	25.0	12.5
Transparent	80.0	20.0	83.3	16.7	66.7	33.3	71.4	28.6	66.7	33.3	70.0	30.0	0.0
User-friendly	88.2	11.8	80.0	20.0	100.0	0.0	75.0	25.0	100.0	0.0	100.0	0.0	0.0
Accountable	96.8	3.2	100.0	0.0	100.0	0.0	87.5	12.5	100.0	0.0	100.0	0.0	0.0
N	89		6		5		14		8		18		

Multiple Responses

As most knowledgeable persons, the key informants and the bidders were also approached to explore their perceptions about the PPR-2008 in general and the specific changes brought about in PPR-2008 in particular.

In this regard, sizeable proportions of the target audiences opine that in general the bidding process under PPR is easy to follow and it is very effective since bureaucratic complexity has been reduced. They also think that PPR is very much essential, since the whole process of dropping the tender and evaluating the same and issuing work-order following PPR has become quite easy. This ensures transparency in the system as well.

On the contrary, a few other key informants held completely different views. According to them, it is very hard to understand and follow PPR and public procurement following PPR-2008 involves a lengthy process. Bureaucratic complications have increased and the rules have been made very strict. It is also alleged that public works worth of Taka 2 crore and above are being awarded on 5 percent commission through lotteries. As a result, 90 percent of genuine contractors are being affected. And development activities are also being hampered.

Some of the target audiences observed that the selection of the tenders by the evaluation committee is only an 'eye-wash'. No one knows what process is being followed to evaluate and select the tenderers. It is just waste of time. The output is almost a big zero.

One of the contractors participating in the discussion alleged in this connection and said, “In collusion with a type of syndicate, a section of contractors are dropping tenders by quoting very low cost in connivance with the concerned officials. This is affecting the interest of the general contractors. As a result, the quality of work is hampered”. He elaborated saying, “For example, I am a man of 37 years. How can I mobilize Taka 50 lac for doing certain work, because if the work is awarded to me, I shall have to deposit 10 percent of the total approved cost as guarantee in advance. Thus, the contractors with small capital cannot participate in the bidding. This indirectly creates a negative influence on the law and order situation of the country”.

CHAPTER FOUR

PRACTICE REGARDING IMPLEMENTATION OF PPR-2008

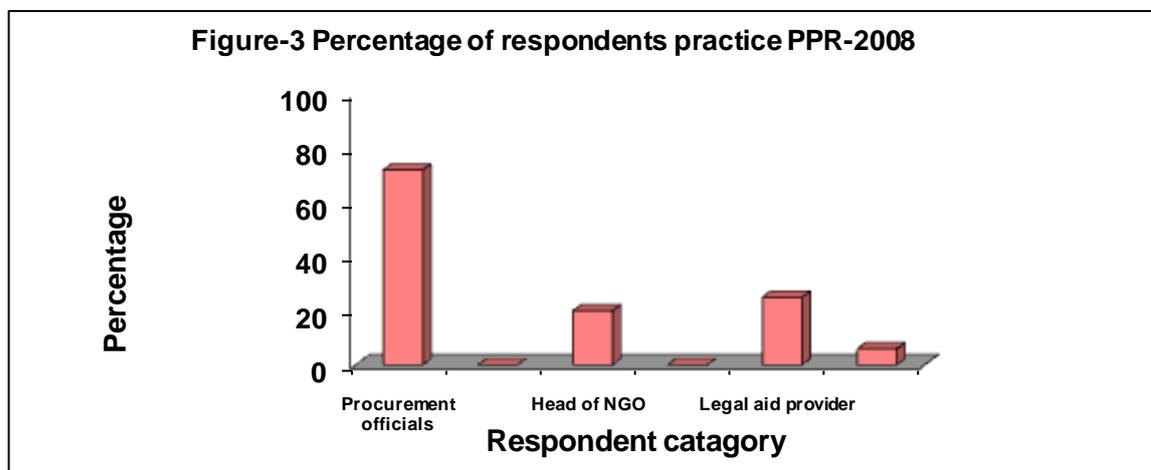
This chapter examines the level of practice of the target audiences in using PPR-2008 in public procurement. Other than the members of the general public and students, all other categories of target audiences have been approached by employing both quantitative and qualitative methods to know about their level of practice.

4.1 Practice of following the PPR

In order to assess the level of practice of following the PPR-2008, the bidders were asked if they submitted tenders following the PPR while, the respondents of various categories of procuring entity were asked whether they used PPR in their working process. Data presented in Table-4.1 and figure-3 reveal that majority of people who are directly related with public procurement, have higher level of practice of following the PPR. Thus, 100 percent of large and small bidders, 90 percent of medium bidders and 72 percent of procurement officials have the practice of following the PPR. Other categories of target audiences, such as heads of NGOs, legal aid providers and members of civil society demonstrated lower practice presumably due to the fact that they are less directly related with public procurement process. The audit officials and the media personnel covered in this study reported 'no' with regard to following PPR in their work process.

Whether followed PPR	Percentage of bidders following PPR			
	Large bidder	Medium bidder	Small bidder	Total
Yes	100.0	90.0	100.0	95.7
No	0.0	10.0	0.0	4.3
Total	100.0	100.0	100.0	100.0
N	5	10	8	23

Thus overall, as high as 95.7 percent of all bidders and as low as 48.6 percent of all respondents of procuring entity reportedly followed PPR.



As to whether they follow PPR-2008 in the bidding process with regard to any public procurement, the FGD participants of both the City Corporation Contractors' Association and the District Contractors' Associations mentioned that they strictly did.

In explaining why they follow PPR, they say that this is because since they want to win the bid and gain profit from the work, they have to follow the PPR strictly throughout the process. Otherwise, their quotation will be cancelled.

Of the key informants who are individually or organizationally involved in the process, follow PPR in its implementation process. They follow the PPR since this has been enacted in the parliament as a law and this is the set procurement policy of the government. They also have to follow the PPR in the process of any public procurement as otherwise the procurement will not be approved in the annual audit of their concerned agencies done every year.

4.2 Sources of Information about Dropping Tenders

People, especially the bidders or contractors, who are directly involved in submitting tenders for public procurement were approached to know about their sources of information about dropping of specific tenders. Table-4.2 shows that for large bidders the key sources of information are other fellow bidders (100 percent), newspaper advertisement and concerned office (80 percent each) and website (40 percent). Lesser number of medium bidders and even lesser number of small bidders cited these sources for their information about dropping the tenders. By far, “Concerned office” was reportedly the most important source of information for all bidders irrespective of categories (80.0 percent, 100.0 percent and 100 percent for large, medium and small bidders respectively)

Sources of information	Percentage of bidders by sources of information		
	Large bidder	Medium bidder	Small bidder
Website	40.0	22.2	12.5
Concerned office	80.0	100.0	100.0
Newspaper advertisement	80.0	66.7	12.5
Other fellow bidders	100.0	33.3	50.0
Other (through notice and from other contractors)	0.0	11.1	12.5
N	5	9	8

Multiple Responses

In course of qualitative investigation by employing focus group discussion (FGD), the members of the contractors of both district and city corporation associations stated that they came to know about dropping tenders for various jobs under different departments and organizations from a number of sources. However, all identified sources did not provide information about the tenders for all kinds of jobs. Below are the sources they mentioned:

- Daily newspapers
- Notice boards of the concerned offices/organizations
- Official letters
- Other fellow contractors
- The specific website
- Engineers of the concerned offices/organizations.

4.3 Process of Selecting Contractor

The tenderers coming within the purview of the study mentioned various processes of selecting the contractors for awarding contracts. Various proportions of large, medium and small bidders mentioned various processes of selecting the contractors. Selecting the ‘lowest bidder’ has been stated to be the process of selecting contractors by highest proportions of large, medium and small bidders (75.0, 55.6, and 50 percent respectively). ‘Lottery’ has been mentioned by 25.0, 22.2, and 50 percent of large, medium and small bidders respectively. Other processes mentioned by the bidders include: ‘opening the tender in front of all bidders’, ‘on 5 percent less than the estimated cost’, ‘selecting bidders according to PPR’, ‘evaluating the tender’, and ‘through approval of the authority’ (Table-4.3).

Process of selecting contractors	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Lottery	25.0	22.2	50.0
Lowest bidder	75.0	55.6	50.0
Opening the tender in front of all bidders	25.0	11.1	12.5
On 5 percent less than the estimated cost	0.0	11.1	25.0
Selecting bidders according to PPR	25.0	0.0	0.0
Evaluating the tender	0.0	22.2	12.5
Through approval of the authority	50.0	0.0	0.0
N	4	9	8

Multiple Responses

While elaborating on the process of selecting a contractor, the members of both district and city corporation contractors associations mentioned the following steps:

- The bidding documents are purchased by the contractors
- The authority holds a pre-bidding meeting with the bidders/contractors
- The forms are filled in following the PPR and dropped in the specific tender box
- On the specific day the tenders are opened in front of the contractors or their representatives
- The quotations are then scrutinized followed by assessment of their merits by the evaluation committee
- The work-order is then issued to the lowest bidder
- The bidder is usually selected through lottery
- Normally, the lowest bidder is selected for the job, but in some cases, contractors having previous experiences in similar works are selected.

On the other hand, some members of the two contractors associations alleged that PPR is just a signboard. In the name of ‘transparency’ the work-orders are practically given through under-hand dealings and negotiations between the contractors and the high officials. To get a work-order one has to win the hearts of the concerned officers. Therefore, it is not very easy to get a work-order.

4.4 Experience of participating in the bidding process by following PPR

The target audiences expressed mixed reactions with regard to their experiences of participating in the bidding process by following PPR. Some of them demonstrated positive view about PPR, while others held opposite opinion. As depicted in Table-4.4a medium and small bidders expressed their experience as ‘good/positive’, while the large bidders mentioned their experience to be ‘both good and not-good’.

Indicators of experiences	Percentage of bidders expressing experiences					
	Large bidder		Medium bidder		Small bidder	
	Yes	No	Yes	No	Yes	No
Good/positive	0.0	0.0	100.0	0.0	100.0	0.0
Not good/negative	0.0	0.0	100.0	0.0	0.0	0.0
Both good and not-good	100.0	0.0	100.0	0.0	50.0	50.0
N	5		10		8	

However, substantial proportions of the members of all categories of procuring agencies and other stakeholders see their experiences of following PPR in the bidding process as ‘good/positive’. Mixed reactions (both good and not-good) in this regard have been expressed by comparatively smaller proportions of the members of these categories (Table-4.4b).

Indicators of experiences	Percentage distribution of respondents by experience indicators					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Good/positive	68.5	66.7	20.0	21.4	37.5	37.5
Not good/negative	4.5	0.0	20.0	0.0	0.0	0.0
Both good and not-good	27.0	33.3	0.0	21.4	21.4	12.5
Do not answer	3.4	0.0	60.0	57.1	57.1	50.0
N	89	6	5	14	8	18

Similarly, the members of both district and municipality contractor associations also expressed mixed reactions as to their experiences of participating in the bidding process by following PPR, with some expressing a positive view about PPR, while others expressing a negative view. Below are the opinions expressed by some of the members of the contractors associations:

- It is worth use
- It is transparent
- Rules must be followed systematically and strictly as well
- It has been observed that if rules are not followed appropriately in every step of the process, anarchy prevails and the tender cannot be won
- Accountability has increased
- Evaluation committee has been formed.

Some other members of the associations maintain that the PPR has a number of inherent problems that make it less effective. Below are the problems they enumerated:

- Strict provision of similar past experience is over emphasized and makes the bidding system hard.
- No one can submit tender if the previous experience is not within the last 5 years.
- Work-orders usually go to those who have good relationship with the officials of the contracting agencies. As a result, the newly enlisted bidders have little chances to win the tenders.
- The authorities take too long to take decision.
- It is very difficult to understand the PPR.
- Bureaucratic influence has been established through PPR.

The key informants on the other hand, held only positive view while expressing their opinion with regard to the experiences of PPR. Majority of the key informants maintained that their experience of PPR was always good. The process of submitting tender according to the PPR has become easier than before. Moreover, transparency has increased and the bureaucratic complexity has declined. Some others think that accountability has increased and the provision of an evaluation committee has been created.

4.4.1 Role of the PPR in influencing experiences

According to the majority of the members of contractor associations, their positive experiences are due to initiation of the PPR, while a few others maintain that the experiences are not due to the PPR. These already existed even before the PPR came into effect. Only a very few mentioned that they had no such experience before the PPR came into effect.

Almost all the key informants on the other hand stated that their positive experiences were due to PPR since they did not have the similar experiences before the introduction of the PPR. Only a very few participants mentioned that they had similar experiences before the PPR came into effect.

4.4.2 Idea about appropriateness of following the PPR

Most of the key informants think that the PPR is being followed appropriately in the public procurement system. As a result of this, all related activities can be completed in time, quality

work can be delivered and transparency and accountability have increased. All of them maintained that changes in the Public Procurement Rules were a necessity. As to why these changes were necessary, majority of the key informants assigned the following reasons:

- To update the rules
- To keep up with the existing situation
- To enable all concerned to follow the rules in similar fashion
- To complete the work at appropriate time
- To develop the country.

4.5 Gap of Information about Procurement

The respondents of all the categories covered under quantitative part of the study think that there is gap of information in the process of bidding for specific goods and services. Quite high proportion (60 percent) of large bidders found gap of information in the bidding process. On the other hand, comparatively smaller proportions of medium (30 percent) and small bidders (25 percent) stated to have found gap (Table-4.5a). Overall, 35 percent of all bidders reported gap of information in the bidding process (Figure-4).

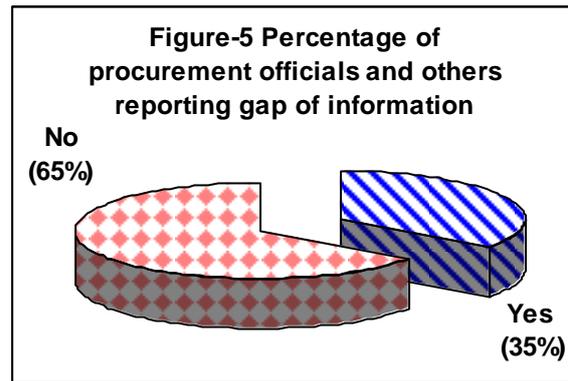
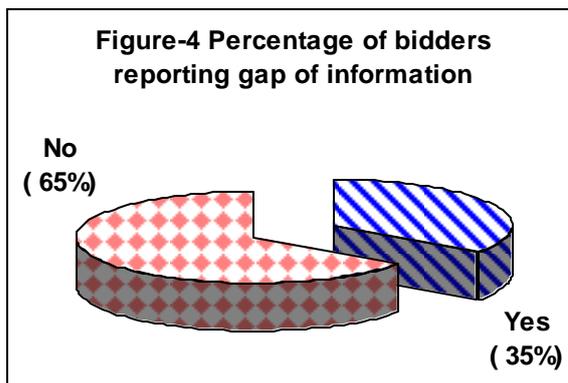


Table-4.5a: Gap of information in process of bidding for specific goods/services

Whether there is gap	Percentage of bidders reporting gap of information			
	Large bidder	Medium bidder	Small bidder	Total
Yes	60.0	30.0	25.0	34.8
No	40.0	70.0	75.0	65.2
Total	100.0	100.0	100.0	100.0
N	5	8	8	23

Data presented in figure-5 show that comparatively smaller proportions of all categories of procuring agencies and other stakeholders (overall, 35 percent) reported gap of information in the bidding process. Of the total, 25.8 percent of procurement officials, 16.7 percent of audit officials, 40.0 percent of heads of NGOs, 35.7 percent of media personnel, 25.0 percent of legal aid providers and 11.1 percent of the members of civil society held this view (Table-4.5b).

Table-4.5b: Gap of information in process of bidding for specific goods/services

Whether there is gap	Percentage distribution of respondents reporting gap of information						
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society	Total
Yes	25.8	16.7	40.0	35.7	25.0	11.1	35.0
No	74.2	83.3	60.0	64.3	75.0	88.9	65.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N	89	6	5	14	8	18	140

In response to if they find any gap of information in the announcement for procurement of goods/services, majority of the members of the contractors of both the associations mentioned that they did not feel any gap or shortage of information. One of them said, “We think the amount of information we get from the tender schedule and other relevant documents is quite adequate for our purpose”.

4.5.1 Type of information gaps

Of the respondents who reported having gap of information in the process of bidding for procurement of goods/services, majority of them identified some very important gaps. Their identified gaps include, ‘rules are unclear’, ‘not easily understandable what to do’, ‘full information is not available’, ‘information not available in website’, ‘no opportunity to surf website’, ‘bidders do not know how much they will have to deduct from quoted amount’ and ‘no clear guideline’(Table-4.6a and Table-4.6b).

Type of gaps	Percentage of bidders by type of gaps		
	Large bidder	Medium bidder	Small bidder
Rules are unclear	66.7	100.0	100.0
Not easily understandable what to do	100.0	66.7	100.0
Full information is not available	100.0	66.7	100.0
Information not available in website	33.3	66.7	100.0
No opportunity to surf website	66.7	33.3	50.0
Other (bidders do not know how much they will have to deduct from quoted amount)	0.0	0.0	50.0
N	3	3	2

Multiple Responses

Types of information gap	Percentage distribution of respondents by type of information gap					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Rules are unclear	56.5	100.0	50.0	80.0	0.0	50.0
Not easily understandable what to do	39.1	0.0	100.0	0.0	100.0	0.0
Full information is not available	56.5	0.0	50.0	60.0	0.0	50.0
Information not available in website	26.1	0.0	0.0	40.0	100.0	50.0
No opportunity to surf website	43.5	0.0	0.0	40.0	0.0	50.0
Other (No clear guideline)	30.4	100.0	0.0	0.0	50.0	0.0
N	23	1	2	5	2	2

Multiple Responses

Taking a candid look at the gaps thus identified one may argue that if so many crucial gaps exist in such an important program/document that determines smooth and steady procurement of goods and services of the government, meaningful development of the country to the benefit and services of its people will not be possible. Therefore, meaningful and effective measures must be taken immediately.

4.5.2 Ways of mitigating the information gaps

As to how to mitigate the above gaps of information, the respondents, irrespective of categories and methods employed to collect information, suggested a number of ways. It is to be noted that the bidders of three categories followed by procurement officials suggested more ways than the other categories of respondents.

The ways of mitigating the information gap suggested by the target respondents include: ‘reading the gazette’, ‘contacting CPTU’, ‘surfing the website’, ‘contacting the other bidders’, ‘providing training’, and ‘developing clear guideline’ (Table-4.7a and 4.7b).

Ways of mitigating gap	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Reading the gazette	66.7	0.0	100.0
Contacting CPTU	100.0	33.3	0.0
Surfing the website	33.3	33.3	0.0
Contacting other bidders	100.0	66.7	100.0
Training/seminar, visiting site	33.3	33.3	50.0
N	3	3	2

Multiple Responses

Ways of mitigating gap	Percentage distribution of respondents					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Reading the gazette	68.2	0.0	0.0	20.0	100.0	33.3
Contacting CPTU	81.8	100.0	0.0	40.0	0.0	33.3
Surfing the website	27.3	0.0	50.0	40.0	0.0	0.0
Contacting other bidders	18.2	0.0	50.0	0.0	50.0	50.0
Giving training and developing clear guideline	45.5	0.0	50.0	0.0	0.0	0.0
Total	22	1	2	5	2	3

Multiple responses

4.6 Problems faced in following the procurement process

In response to if they face any problem in following the procurement process, varying proportions of respondents across the categories mentioned that they had faced problems. All large and small bidders 66.7 percent of medium bidders, 48.3 percent of procurement officials, 20.0 percent of heads of NGOs, 7.1 percent of media personnel and 22.2 percent of the members of civil society stated to have faced problems in the process (Table-4.8a and Table-4.8b). None of audit officials and media personnel reportedly mentioned to have faced any such problems.

Whether face	Percentage of bidders			
	Large bidder	Medium bidder	Small bidder	Total
Yes	100.0	66.7	100.0	87.5
No	0.0	33.3	0.0	12.5
Total	100.0	100.0	100.0	100.0
N	5	9	6	8

Face problems	Percentage distribution of respondents Facing problems						
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society	Total
Yes	48.3	0.0	20.0	7.1	0.0	22.2	35.0
No	51.7	100.0	80.0	92.9	100.0	77.8	65.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N	89	6	5	14	8	18	140

When asked about what problems they have faced, the tenderers and the members of various categories of procuring agencies mentioned the following (Table-4.9a and Table-4.9b):

- Bidders of distant locations face problem as there is only one dropping center
- No scope to surf website
- Illogical quote rate
- If the lowest bidder gets cancelled, it takes a long time to select the contractor
- Hard binding on time limit
- Pressure from policy makers/outsideers
- Most of the GOB officials do not understand PPR
- It takes longer to understand new PPR
- Some powerful organizations do not follow rules
- The lingering of the Evaluation Committee is a big barrier
- Mandatory deposit of 10 percent is too high for small bidders
- Annual ceiling of work is very high.

Problems faced	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Bidders of distant locations face problem as there is only one dropping center	66.7	100.0	50.0
No scope to surf website	66.7	100.0	50.0
Illogical quote rate	66.7	50.0	100.0
If the lowest bidder gets cancelled, he submits application to the authority. As a result, it takes a long time	100.0	50.0	0.0
Hard binding on time limit	66.7	50.0	0.0
Pressure from policy makers / outsideers	100.0	50.0	100.0
Most of the GOB officials do not understand PPR	33.3	50.0	0.0
It takes longer to understand new PPR	66.7	100.0	0.0
Some powerful organizations do not follow rules	33.3	50.0	0.0
The lingering of the Evaluation Committee is a big barrier	0.0	50.0	0.0
It is problematic to follow PPR during emergency	66.7	20.0	50.0
Mandatory deposit of 10% too high for small bidders	100.0	50.0	50.0
Annual ceiling of work is very high	33.3	100.0	50.0
N	3	2	2

Multiple Responses

Data show that higher proportion of large and medium bidders faced more problems than those of the small ones. On the other hand, the highest proportion of procurement officials among various categories of procurement agencies and other stakeholders, stated to have faced a number of problems in following the PPR. It is to be noted that the audit officials and legal aid providers did not mention any problem in this regard. Heads of NGOs and media personnel mentioned two problems and one problem respectively. Members of civil society however mentioned a number of problems.

Type of problems faced	Percentage distribution of respondents by problems faced					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Bidders of distant locations face problem due to single dropping center	46.5	0.0	0.0	0.0	0.0	75.0

Type of problems faced	Percentage distribution of respondents by problems faced					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
No scope to surf website	27.9	0.0	0.0	100.0	0.0	25.0
Illogical quote rate	34.9	0.0	0.0	0.0	0.0	25.0
If the lowest bidder gets cancelled, process becomes lengthy	53.6	0.0	0.0	0.0	0.0	25.0
Hard binding on time limit	46.5	0.0	0.0	0.0	0.0	50.0
Pressure from policy makers / outsiders	60.5	0.0	0.0	0.0	0.0	25.0
Most of the GOB officials do not understand PPR	37.2	0.0	100.0	0.0	0.0	50.0
It takes longer to understand new PPR	23.3	0.0	100.0	0.0	0.0	50.0
Powerful organizations do not follow rules	32.6	0.0	0.0	0.0	0.0	0.0
The lingering of the Evaluation Committee is a big barrier	16.3	0.0	0.0	0.0	0.0	0.0
It is problematic to follow PPR during emergency	25.6	0.0	0.0	0.0	0.0	0.0
Mandatory deposit of 10% is too high for small bidders	53.5	0.0	0.0	0.0	0.0	100.0
Annual ceiling of work is very high	18.6	0.0	0.0	0.0	0.0	0.0
N	43	0	1	2	0	4

Multiple Responses

Similarly, the members of the contractors associations and general public and also the key informants reportedly experienced at least some problems with regard to following the PPR in the procurement process. The problems the target audiences reported might be summarized below:

- Great challenge of showing the required amount of liquid money according to the provision of the PPR.
- Authority takes about a year to refund the deposited security money.
- Showing certificate of previous experience of similar work in last 5 years.
- Ceiling of yearly work is very high.
- The PPR is not easily understandable as it is written in English.
- Single dropping center instead of many.
- Lack of opportunity in accessing the website.
- Too much strictness about the time limit.
- Some powerful organizations do not follow the rules.
- The mandatory deposition of security money at 10 percent of the total quoted cost.
- Taking too long a time by the evaluation committee.
- Increase of prices of raw materials and other items during construction.
- Political pressure.
- Party-men get work.

The key informants on the other hand, identified a few challenges or problems before themselves and other key target audiences. Below are their identified challenges or problems:

Target audiences	Challenges or problems faced
Key Informants	The PPR document is not easily available. It is not possible to have adequate idea about the PPR due to lack of proper training. Moreover, there is neither any communication activity nor any publicity for promoting PPR-2008.
Procurement agency	The procurement agencies do not show their interest to increase their knowledge about the PPR due to lack of large scale campaign and publicity and taking proper and correct steps.
Bidder	The bidders face difficulty of understanding due to lack of proper training. Moreover, there are no books and other communication materials that could be easily understood and followed by the bidders.
Civil society/Journalists	The members of the civil society and the journalists face difficulty in dealing with related issues due to lack of knowledge about the PPR as provision for training, orientation, or workshops on the PPR for them is not observable.

4.7 Ways to Remove the Problems

Data in Table-4.10a show majority of the large bidders to suggest ‘continuous training of the contractors and members of procuring entities on PPR (100 percent)’, ‘orientation to the political leaders and the concerned local government officials (60 percent)’, ‘initiating communication campaign to popularize PPR (80 percent)’, ‘translating PPR and other relevant documents in Bangla and distributing those (40 percent)’, ‘developing the guidelines to follow in brief (80 percent)’, ‘making civil society and others aware about PPR (80 percent)’, ‘giving thorough orientation to media people about PPR (40 percent)’ as the ways that can remove the problems they face in following the PPR. The medium and small bidders also suggested the similar ways as the large bidders did for the removal of the problems effectively.

Ways of removing problems	Percentage of bidders suggesting solutions		
	Large bidder	Medium bidder	Small bidder
Continuous training of the contractors and members of procuring entities on PPR	100.0	100.0	66.7
Orientation to the political leaders and concerned local government officials	60.0	60.0	66.7
Initiating communication campaign to popularize PPR	80.0	80.0	33.3
Translating PPR and other relevant documents in Bangla and distributing those	40.0	20.0	33.3
Developing the guidelines to follow in brief	80.0	40.0	0.0
Publishing all changes brought about in the PPR together	0.0	0.0	33.3
Making civil society and others aware about PPR	80.0	0.0	0.0
Giving thorough orientation to media people about PPR	40.0	60.0	66.7
Reducing ceiling of security money, excluding experience certificate, financial statement for one year in stead of 5 years	0.0	20.0	0.0
N	5	5	3

Multiple Responses

On the other hand, as Table-4.10b depicts, majority of the procurement officials suggested almost all the above ways for removing the problems. Audit officials, media personnel, and legal aid providers have not suggested a single way for removing the problems. All heads of NGOs consulted, have suggested two ways to remove the problems, while the members of the civil society suggested all but two of the above ways in this regard.

Table-4.10b: Ways of removing the problems suggested by procurement officials and other stakeholders						
Suggested ways of removing problems	Percentage distribution of respondents by suggested solutions					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Continuous training of contractors and members of procuring entities	86.4	0.0	100.0	0.0	0.0	100.0
Orientation to the political leaders and concerned local government officials	75.0	0.0	100.0	0.0	0.0	25.0
Initiating communication campaign to popularize PPR	59.1	0.0	0.0	0.0	0.0	25.0
Translating PPR and other documents in Bangla and distributing those	56.8	0.0	0.0	0.0	0.0	25.0
Developing the guidelines to follow in brief	59.1	0.0	0.0	0.0	0.0	50.0
Publishing all changes brought about in the PPR	25.0	0.0	0.0	0.0	0.0	0.0
Educating civil society about PPR, creating multiple dropping center	13.6	0.0	0.0	0.0	0.0	0.0
N	44	0	1	0	0	4

Multiple Responses

The target audiences of the qualitative investigation suggest below a number of ways that can address their identified problems and challenges:

- Providing contractors, political leaders and all concerned proper and effective training on PPR-2008.
- Developing the PPR document in easy Bangla and make it easily available.
- Easing some rules, such as ‘mandatory experience of 5 years’.
- Reducing the amount of security money (deposit) from 10 percent.
- Refunding the security deposits in six months instead of one year.
- Reducing ceiling of annual work.
- Mounting strong campaign and publicity to popularize PPR.
- Educating the members of the public about PPR.

4.8 People needing to know about the PPR well

Varying proportions of all categories of respondents (Table-4.11a and Table-4.11b) covered in both quantitative and qualitative investigations mentioned many persons who according to them needed to know well about the PPR. The persons they identified to get to know about PPR thoroughly included:

- Parliament members/Ministers
- Policy makers/ gatekeepers/ stakeholders
- Upazila/Pourashava/Municipality Chairmen
- Development partners/ donor agencies
- Members of business chambers
- Bidders

- Civil society members
- Procurement officials
- Audit officials
- NGO chiefs
- Mass media professionals
- Legal aid providers
- Academicians/Professors
- Student leaders
- Members of general public.

Identified persons	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Parliament members/Ministers	60.0	70.0	70.0
Policy makers/ gatekeepers/ stakeholders	60.0	70.0	37.5
Upazila/Pourasava/Municipality Chairmen	80.0	60.0	100.0
Development partners/ donor agencies	40.0	50.0	12.5
Members of business chambers	40.0	20.0	12.8
Bidders	100.0	90.0	50.0
Civil society members	80.0	20.0	37.5
Procurement officials	60.0	70.0	37.5
Audit officials	80.0	30.0	0.0
NGO chiefs	20.0	20.0	0.0
Mass media professionals	60.0	20.0	25.0
Legal aid providers	40.0	30.0	37.5
Academicians/Professors	0.0	0.0	12.5
Student leaders	20.0	10.0	0.0
Members of general public	20.0	0.0	37.5
N	5	10	8

Multiple Responses

Identified persons	Percentage distribution of respondents					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid Providers	Civil society
Parliament members/Ministers	83.1	83.3	100.0	78.6	75.0	83.3
Policy makers/ gatekeepers/ stakeholders	71.9	66.7	60.0	42.9	87.5	66.7
Upazila/Pourasava/Municipality Chairmen	71.9	83.3	40.0	57.1	75.0	94.4
Development partners/ donor agencies	27.0	33.3	60.0	21.4	25.0	11.1
Members of business chambers	37.1	16.7	20.0	50.0	75.0	33.3
Bidders	89.9	100.0	60.0	85.7	75.0	83.3
Civil society members	37.1	16.7	80.0	57.1	75.0	66.7
Procurement officials	76.4	66.7	40.0	42.9	37.5	61.1
Audit officials	66.3	83.3	40.0	42.9	62.5	27.8
NGO chiefs	7.9	33.3	80.0	14.3	25.0	16.7
Mass media professionals	60.7	50.0	40.0	100.0	87.5	55.8
Legal aid providers	30.3	16.7	40.0	28.6	62.5	44.4
Academicians/Professors	3.4	0.0	0.0	14.3	12.5	22.2
Student leaders	6.7	16.7	20.0	28.6	12.5	11.1
Members of general public	28.1	16.7	80.0	78.6	75.0	50.0
Others (development workers, representatives local clubs)	6.7	0.0	20.0	7.1	0.0	11.1
N	89	6	5	14	8	18

Multiple Responses

According to the target audiences of qualitative investigations, many categories of people need to know well about the PPR in order to be able to reap the fullest benefit out of it. Below are the categories of people who, according to them, need to know well about the PPR:

- The members of the parliament/the ministers.
- The Chairmen of the Upazila/Pourashava Municipalities.
- The bidders or contractors.
- Audit officials.
- Policy makers/gate-keepers/stakeholders (including members of procuring entities).
- Members of business chambers.
- Officials of the mass media.
- Heads of NGOs.
- Service providers relating to law.

4.8.1 Specific information needed

According to the respondents of all categories, people identified to know PPR well, must know specific information about some important areas with regard to the PPR. The bidders think that the people should know about some very crucial issue such as: ‘importance of knowing about PPR’, ‘how to access to total document’, ‘steps to initiate bidding process by relevant GOB authority’, ‘easy comprehension of the bidding process’, ‘guideline to follow for bidders’, ‘abridged version of PPR in Bangla and English’, ‘roles and responsibilities of civil society, media, legal aid agency, general public’, ‘basic information about training, orientation, workshops, various communication materials’, and ‘read PPR in Bangla’ (Table-4.12a).

Specific information needed	Percentage of bidders suggesting specific information		
	Large bidder	Medium bidder	Small bidder
Importance of knowing about PPR	60.0	40.0	37.5
How to access to total document	40.0	20.0	25.0
Steps to initiate bidding process by relevant GOB authority	80.0	20.0	12.5
Easy comprehension of the bidding process	80.0	30.0	75.0
Guideline to follow for bidders	40.0	50.0	10.0
Guideline on PPR for all stakeholders	20.0	20.0	12.5
Abridged version of PPR in Bangla and English	80.0	70.0	37.5
Roles and responsibilities of civil society, media, legal aid agency, general public	60.0	20.0	12.5
Basic information about training, orientation, workshops, various communication materials	60.0	60.0	50.0
Read PPR in Bangla	20.0	0.0	0.0
N	5	10	8

Multiple Responses

On the other hand, respondents of various categories of procurement agencies and other stakeholders also suggested that people should know specific information well about some important issues. It has been observed that their suggested areas that the people should know well are similar to those suggested by the bidders above. Table-4.12b below shows the specific areas of information that these respondents need to know:

Table-4.12b: Specific information respondents need to know						
Specific information needed	Percentage respondents suggesting specific information					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Importance of knowing about PPR	52.9	100.0	80.0	35.7	87.5	50.0
How access to total document	34.5	40.0	20.0	7.1	25.0	0.0
Steps to initiate bidding process by relevant GOB authority	54.0	20.0	20.0	28.6	50.0	16.7
Comprehension of the bidding process	55.2	60.0	40.0	35.7	50.0	38.9
Guideline to follow for bidders	36.8	80.0	0.0	35.7	37.5	11.1
Guideline for all stakeholders	36.8	20.0	20.0	21.4	25.0	5.6
PPR in Bangla and English	72.4	40.0	40.0	28.6	75.0	44.4
Roles and responsibilities of civil society, media, legal aid agency and general public	47.1	20.0	80.0	71.4	50.0	77.8
Information of training, orientation, workshops, communication materials	64.4	40.0	80.0	64.3	62.5	77.8
Evaluation process	2.3	0.0	0.0	14.3	0.0	5.6
N	89	5	5	14	8	18

Multiple Responses

It reveals from the discussion with the target audiences of qualitative investigations that according to their opinion, all concerned people should be aware of the following information:

- Importance of knowing about PPR.
- Rules and process of tender dropping.
- The steps to be followed by the bidders.
- Brief description of the PPR in Bangla and English.
- The PPR document is easily available.
- Basic information regarding training, orientation, workshop, various communication materials on PPR.
- The roles and responsibilities of the general public.

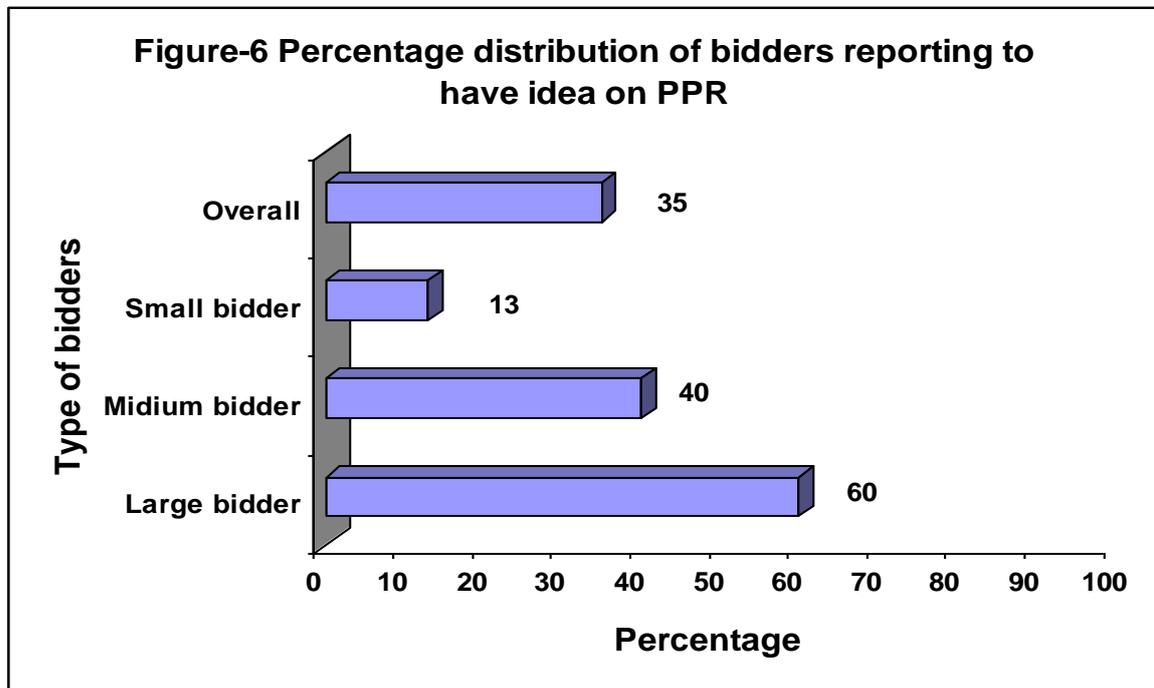
CHAPTER FIVE

COMMUNICATION BARRIERS AND EXISTING COMMUNICATION ACTIVITIES

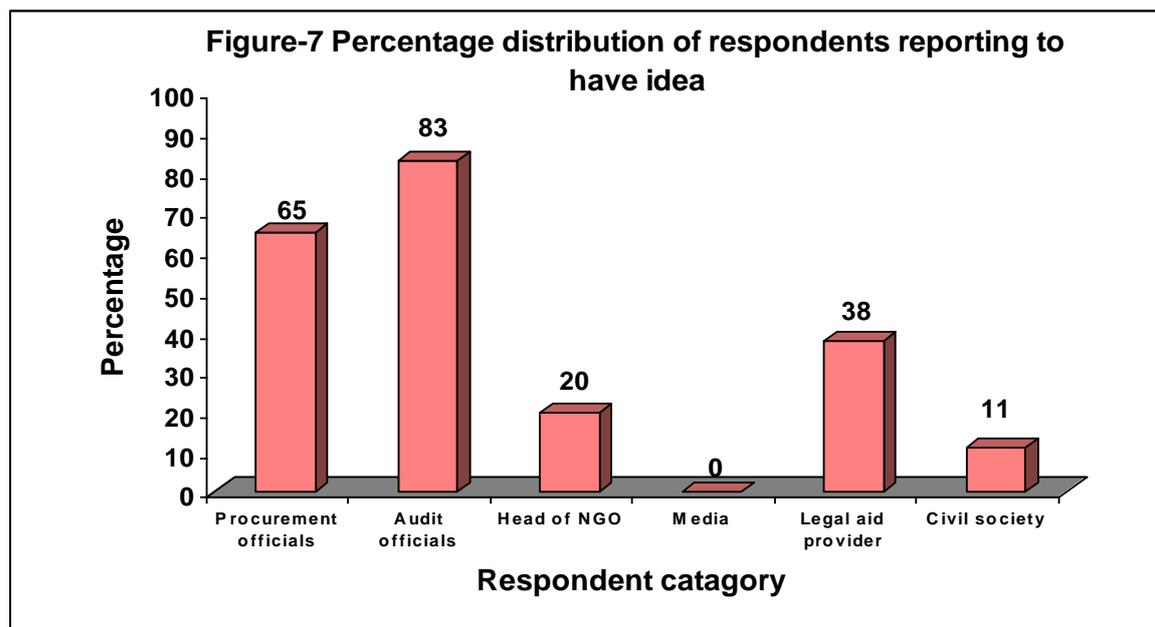
This chapter attempts to identify the existing communication barriers in terms of gaining knowledge about the PPR and the communication activities that are being implemented to popularize the PPR. While determining the barriers it also explores the level of bidders' knowledge about the PPR.

5.1 Adequacy of Idea about PPR

Despite the fact that overwhelming majority of the key respondents heard about both PPA-2006 and PPR-2008 (reference: 3.2 above), all of them did not have adequate idea about PPR. Figure-6 and figure-7 below show a very grim picture in this regard, especially with regard to those who are supposed to know quite well about the documents. The data reveal that there is a sharp declining trend in the idea level from large to small bidders via the medium ones, 60.0 percent of large bidders reporting to have adequate idea about PPR down to as low as 12.5 percent of small bidders.



On the other hand, 83.3 percent of audit officials stated that they had adequate idea, followed by 65.2 percent of procurement officials reporting the same. Other key respondents who reported to have idea included legal aid providers (37.5 percent), heads of NGOs (20.0 percent), and civil society (11.1 percent). It is a great surprise that no media personnel who were interviewed reported having any idea about the PPR.



Majority of the key informants mentioned that they did not have adequate idea about the PPR. As to the reason behind it they mentioned that it was due to lack of publicity promoting PPR and facility of training on PPR. The PPR document is not also available everywhere.

Similarly, majority of the members of both the contractor associations stated that they or their associates did not have sufficient knowledge about the Public Procurement Rules (PPR). “What we get after going through the tender document is all. We have not received any training or orientation on PPR. The PPR document is quite difficult to understand”. Only 10 – 20 percent of contractors mentioned that they had idea about the PPR.

5.2 Sources of information about the PPR

As to from which sources they have gained information about PPR, cent percent of large bidders stated that it was newspaper, while 90 percent of medium bidders and 87.5 percent of small bidders mentioned office circular as the source. To the-bidders other sources of information were training, website, Bangla gazette on PPR, workshop/seminar, and tender notice, tender dropping center and other contractors (Table-5.2a).

Sources of information	Percentage of bidders by sources of information		
	Large bidder	Medium bidder	Small bidder
Newspaper	100.0	50.0	37.5
Training	40.0	20.0	12.5
Website	60.0	30.0	0.0
Office circular	60.0	90.0	87.5
Bangla gazette on PPR	40.0	10.0	0.0
Workshop/Seminar	0.0	20.0	12.5
Tender notice, tender dropping center, other contractors	0.0	20.0	12.5
N	5	10	8

Multiple responses

The respondents of various categories of procuring entity and other stakeholders also mentioned similar sources for their information about the PPR. They however, mentioned TV talk show and Audit department, TV, relatives and fellow bidders as sources of information for some respondents (Table-5.2b).

Sources of information	Percentage distribution of respondents by sources of information					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Newspaper	53.4	60.0	0.0	0.0	100.0	100.0
Training	63.8	20.0	0.0	0.0	33.3	0.0
TV Talk show	5.2	0.0	0.0	0.0	0.0	0.0
Website	43.1	20.0	0.0	0.0	0.0	0.0
Office circular	69.0	80.0	100.0	0.0	33.3	0.0
Bangla gazette on PPR	58.6	80.0	0.0	0.0	66.7	50.0
Workshop/Seminar	58.6	80.0	0.0	0.0	66.7	0.0
Audit department, TV, relative, fellow bidders	32.8	20.0	100.0	0.0	66.7	0.0
others	6.9	20.0	0.0	0.0	0.0	50.0
N	58	5	1	0	3	2

Multiple Responses

5.3 Barriers to Communication about PPR

Table-5.3a and Table 5.3b show that quite substantial proportions of respondents faced barriers to communication in terms of gaining knowledge about PPR. Highest proportions of large bidders (100 percent), heads of NGOs (100 percent), media personnel (92.8percent) and members of civil society (77.7 percent) stated to have faced some barriers to communication.

Whether face barrier	Percentage of bidders facing any barrier			
	Large bidder	Medium bidder	Small bidder	Total
Yes	100.0	50.0	62.5	65.2
No	0.0	50.0	37.5	34.8
Total	100.0	100.0	100.0	100.0
N	5	10	8	23

However overall, 65.2 percent of all bidders and 59.3 percent of all categories of procuring agencies and other stakeholders stated to have faced some barriers to communication.

Whether face barrier	Percentage distribution of respondents facing any barrier						
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society	Total
Yes	52.8	16.7	100.0	92.8	37.5	77.8	59.3
No	47.2	83.3	0.0	7.2	62.5	22.2	40.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N	89	6	5	14	8	18	140

5.3.1 Kinds of barriers of communication faced

Both the bidders and the respondents of all categories of procuring entity and other stakeholders enumerated the kinds of barriers they faced in gaining awareness about PPR. Below are the barriers they faced (Table-5.4a and Table-5.4b):

- The PPR document is very large
- PPR is not easily understandable
- There is almost no publicity
- This is not very much discussed
- The document on PPR is not easily accessible
- Not clear, misuse of money, language of PPR being English

Barriers faced	Percentage of bidders mentioning any barrier		
	Large bidder	Medium bidder	Small bidder
The PPR document is very large	20.0	40.0	0.0
PPR is not easily understandable	80.0	20.0	40.0
There is almost no publicity	100.0	80.0	60.0
This is not very much discussed	80.0	60.0	100.0
The book on PPR is not easily accessible	60.0	40.0	60.0
Not clear, misuse of money, language of PPR being English	20.0	20.0	0.0
N	5	5	5

Multiple Responses

It is to be noted that in both the cases, ‘lack of publicity about PPR’, ‘not easily understandable’, ‘not very much discussed’, ‘not easily accessible’ came out to be most outstanding barriers to communication.

Barriers faced	Percentage distribution of respondents mentioning any barrier					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
The PPR document is very large	31.9	0.0	0.0	0.0	0.0	7.1
PPR is not easily understandable	40.4	0.0	40.0	30.8	0.0	28.6
There is almost no publicity	63.8	100.0	80.0	92.3	100.0	92.9
This is not very much discussed	63.8	100.0	80.0	53.8	66.7	71.4
The book on PPR is not easily accessible	40.4	100.0	20.0	46.2	66.7	28.6
Duration of training being short and language English	12.8	0.0	0.0	7.7	0.0	0.0
N	47	1	5	13	3	14

Multiple Responses

In the same way, the members of contractor associations face a number of barriers in getting to know about PPR because of many reasons. As to what barriers they face in gaining knowledge about PPR they mentioned the following:

- Since the PPR document is written in English, it is not very easily understandable.
- No one has ever told us about what the PPR is all about and its importance.
- There is no functional manual for following PPR.
- The PPR document is too large to handle.
- It is not easily accessible.
- Publicity promoting PPR is very little.
- Very little discussion takes place around PPR.

However, some participants refrained from answering to the question.

5.3.2 Ways to remove the barriers to communication

According to Table-5.5a majority of the large bidders suggest ‘providing training (100 percent)’, ‘mounting a lot of publicity (100 percent)’, ‘distributing poster/leaflet (20 percent)’, ‘publishing rules and regulations in brief and making those easily available (80 percent)’ as the ways that can

overcome the barriers they face in knowing about the PPR. The medium and small bidders also suggested the similar ways as the large bidders did in this regard.

Ways of solving barrier	Percentage of bidders suggesting solutions		
	Large bidder	Medium bidder	Small bidder
Providing training	100.0	80.0	100.0
Mounting a lot of publicity	100.0	60.0	80.0
Distributing poster/leaflet	20.0	40.0	20.0
Publishing rules and regulations in brief and making those easily available	80.0	80.0	20.0
Publishing PPR document in Bangla	20.0	20.0	0.0
N	5	5	5

Multiple Responses

On the other hand, as Table-5.5b depicts, the respondents of all categories of procuring entity and other stakeholders suggest a very important way for overcoming the barriers along with those suggested by the bidders. The additional suggestion of these respondents is, ‘more involvement of media, staging drama, discussion on PPR’.

Ways of solving barriers	Percentage distribution of respondents suggesting solutions					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Providing training/orientation	93.6	100.0	100.0	84.6	100.0	85.7
Mounting a lot of publicity	74.5	100.0	100.0	100.0	66.7	92.9
Distributing poster/leaflet	8.5	0.0	40.0	30.8	33.3	35.7
Publishing rules in brief and making those accessible	63.8	0.0	20.0	30.8	33.3	21.4
Making these easily available to all concerned	59.6	100.0	40.0	38.5	66.7	21.4
More involvement of media, staging drama, discussion on PPR	14.9	0.0	20.0	23.1	0.0	7.1
N	47	1	5	13	3	14

Multiple Responses

In response to how these obstacles can be removed, the members of contractor associations mentioned that it was possible to overcome the barriers by:

- Providing training,
- Distributing posters, leaflets, brochure etc.,
- Developing, printing and distributing a shorter version of the rules and regulations of PPR,
- Making the PPR document available at a cheaper price,
- Publishing the PPR in easy Bengali and taking steps to make people understand.

5.4 Training Received on PPR

Data of tables 5.6a and 5.6b reveal that while majority of both the bidders and the members of various categories of procuring entity and other stakeholders think that ‘training can minimize barriers’, only very small proportions of them received training on the PPR. When asked if their colleagues have received training, their answer was also similar – small proportions of their colleagues received training like they themselves did.

Table-5.6a: Percentage of bidders and their colleagues received training on PPR and effectiveness of training

Scope indicators	Percentage of bidders reporting scope								
	Large bidder			Medium bidder			Small bidder		
	Yes	No	Don't know	Yes	No	Don't know	Yes	No	Don't know
A. Training received									
Bidder received training	20.0	80.0	0.0	20.0	80.0	0.0	12.5	87.5	0.0
Colleagues received training	20.0	60.0	20.0	10.0	70.0	20.0	12.5	62.5	25.0
B. Effectiveness of training									
Training can minimize barrier	100.0	0.0	0.0	100.0	0.0	0.0	83.5	16.5	0.0
Training useful or effective	100.0	0.0	0.0	100.0	0.0	0.0	100.0	0.0	0.0
N	5			10			8		

Multiple Responses

However, those who received training stated that the training they received was very useful and effective. This implies that more and more training must be inbuilt into program in order to introduce and popularize the PPR given the fact that whatever training some of them received has been proved useful and quite effective.

Table-5.6b: Percentage of procurement officials, their colleagues and other stakeholders received training on PPR and effectiveness of training

Scope indicators	Percentage of bidders reporting scope											
	Procurement officials		Audit officials		Heads of NGOs		Media personnel		Legal aid providers		Civil society	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
A. Training received												
Respondents received training	55.1	44.9	16.7	83.3	0.0	100.0	0.0	100.0	12.5	87.5	5.6	94.4
Colleagues received training	53.9	46.1	16.7	83.3	0.0	100.0	0.0	100.0	16.7	83.3	0.0	100.0
B. Effectiveness of training												
Training can minimize barrier	92.1	7.9	83.3	16.7	100.0	0.0	92.9	7.1	87.5	12.5	83.3	16.7
Training useful or effective	100.0	0.0	100.0	0.0	0.0	0.0	0.0	0.0	100.0	0.0	50.0	50.0

Multiple responses

Majority of the members of contractor associations reported that they did not receive any training on PPR. Only some of the members of contractors' associations mentioned that they had received training. The training they received had been organized at district level by the engineers of the respective departments. Duration of training ranged between 3 and 5 days. They added that following issues, among others, were included in the training they received:

- The tender must be submitted following the public procurement rules.
- The amount of security money to be deposited in relation to the quoted amount.
- The contractor must meet the ceiling of annual turn over.

The contractors who received training maintained that the training was useful and effective somewhat. They said in this regard, "After receiving the training we have been able to know how

the tender form has to be filled in and what documents have to be included in the tender document”.

Majority of contractors who have not received any training also think that training will definitely help remove these obstacles by enhancing the knowledge and necessary skills with regard to PPR. Training will also help change people’s attitude.

5.5 Areas to be included in training

The members of all categories of procuring entity and other stakeholders and the members of the contractor associations, who are eventually the contractors, were asked to mention topics they wanted to be included in the training. Highest proportions of audit officials, legal aid providers and procurement officials suggested that the training should include topics like, PPA, PPR, process of public procurement and technique to fill in tender form. NGO chiefs and media personnel did not suggest any topic for training (Table-5.7). These topics may be considered when training is planned and organized for the stakeholders.

Table-5.7: Topics to be included in the future training						
Name of the topics	Percentage distribution of respondents mentioning topics of training					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
PPA	73.5	100.0	0.0	0.0	100.0	0.0
PPR	91.1	100.0	0.0	0.0	100.0	100.0
Process of public procurement	83.7	100.0	0.0	0.0	100.0	0.0
Technique to fill in tender form	55.1	100.0	0.0	0.0	0.0	100.0
Guideline of PPR	6.1	0.0	0.0	0.0	0.0	0.0
N	49	1	0	0	1	1

Multiple Responses

Similarly, the members of contractor associations also suggested that the following areas should be included in the future training:

- Importance of knowing about PPR.
- Explanation of various laws and regulations of the PPR.
- Steps to follow the PPR.
- Rules of submitting tenders by following the PPR.
- By when the work must be completed.
- The longevity of quality of work after completion of work.
- Ways to know the main rules of the PPR easily.
- Clauses of laws and information relating to PPR.

As to the duration of future training, the contractors suggested a wide range between one week and 3 months.

5.6 Existing Communication Activities to Popularize PPR and the Related Issues

In response to what communication program or interventions are currently being implemented to promote public procurement system, almost all the respondents irrespective of the category mentioned at least some. Summarizing Tables 5.8a and 5.8b it has been observed that the respondents reportedly knew about the following communication interventions or efforts:

- CPTU website
- CPTU calendar
- Bengali PPR gazette

- PPR document
- PPR related training
- TV talk show
- Workshop/seminar
- Publishing features in newspapers
- Training of media staff
- Staff orientation
- Office circular and
- Discussion with journalists and policy makers.

Existing communication activities	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
CPTU website	40.0	30.0	37.5
CPTU calendar	40.0	0.0	25.0
Bengali PPR Gazette	40.0	30.0	25.0
PPR document	60.0	70.0	37.5
PPR related training	60.0	20.0	37.5
TV talk show	20.0	10.0	12.5
Workshop/seminar	40.0	20.0	12.5
Publishing feature in newspaper	40.0	40.0	12.5
Training of media staff	20.0	10.0	0.0
Staff orientation	0.0	10.0	12.5
Office circular	60.0	40.0	25.0
Discussion with journalists and policy makers	20.0	10.0	12.5
N	5	10	8

Multiple Responses

Existing communication activities/interventions	Percentage distribution of respondents					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
CPTU website	75.0	83.3	20.0	15.4	0.0	25.0
CPTU calendar	23.9	33.3	0.0	7.7	0.0	0.0
Bengali PPR Gazette	58.0	33.3	20.0	7.7	57.1	12.5
PPR document	70.5	83.3	60.0	16.4	57.1	31.3
PPR related training	67.0	83.3	40.0	23.1	28.6	31.3
TV talk show	8.0	0.0	0.0	30.8	28.6	37.5
Workshop/seminar	39.8	50.0	40.0	15.4	42.9	31.3
Publishing feature in newspaper	25.0	16.7	80.0	69.2	57.1	43.8
Training of media staff	10.2	0.0	20.0	7.7	0.0	0.0
Staff orientation	21.6	16.7	40.0	15.4	14.3	6.3
Office circular	80.7	50.0	40.0	30.8	42.9	50.0
Discussion with journalists and policy makers	17.0	16.7	40.0	38.5	14.3	25.0
Advertisement	5.7	0.0	0.0	0.0	14.3	0.0
N	88	6	5	13	7	16

Multiple Responses

On the other hand, communication activities popularizing PPR is not popularly known to the stakeholders and other concerned people. Only a very few of the target audiences, irrespective of the categories, have seen some communication activities conducted to popularize PPR and related issues. Majority of the members of contractor associations and the key informants mentioned that they did not have knowledge about any existing communication activities and nothing like that had attracted their attention.

Only a few of both the target audiences reported to have seen certain communication interventions currently being implemented to promote public procurement system. According to them, existing communication interventions include training, workshop/seminar, staff orientation, official circular, advertisements, and TV talk-show. They also reported that certain communication materials, such as PPR gazette training manual, and PPR calendar. These communication activities are implemented by CPTU, and LGED.

5.6.1 Types of communication activities and materials

As mentioned by the varying proportions of bidders and members of various categories of procurement agencies and other stakeholders following communication materials are in use in the program:

- Calendar,
- PPA gazette,
- PPR document,
- Training manual, and
- Guidebook, newspaper, office circular.

Among the above communication materials, PPR document received highest weight among both the bidders and the members of various categories of procuring entity and other stakeholders, followed by PPA gazette, training manual and calendar (Table-5.9a and Table-5.9b).

Communication materials in use	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Calendar	40.0	11.1	14.3
PPA gazette	40.0	44.4	42.3
PPR document	80.0	55.6	57.1
Training manual	40.0	44.4	28.6
Guide book, newspaper, office circular	0.0	11.1	14.3
N	5	9	7

Multiple Responses

Materials in use	Percentage distribution of respondents					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
Calendar	33.7	66.7	25.0	9.1	20.0	23.1
PPA gazette	64.0	50.0	0.0	27.3	20.0	23.1
PPR document	73.3	100.0	75.0	36.4	80.0	53.8
Training manual	55.8	50.0	50.0	63.6	60.0	46.2
Leaflet, advertisement	5.8	16.7	25.0	9.1	20.0	23.1
N	86	6	4	11	5	13

Multiple Responses

5.6.2 Effective communication activities

As depicted in Tables 5.10a and 5.10b, all categories of relevant respondents term all the communication activities that are currently being implemented to be effective. Among the bidders of three categories, 'PPR document' enjoys the highest effectiveness, followed by 'PPR gazette in Bangla', 'PPR related training' and 'office circular'.

Effective activities	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
PPR document	60.0	62.5	42.9
PPR related training	40.0	37.5	42.9
Workshop/seminar	20.0	0.0	28.6
Publishing feature in newspaper	20.0	25.0	0.0
Office circular	40.0	25.0	28.6
CPTU website	20.0	25.0	28.6
PPR gazette in Bangla	60.0	12.5	42.9
CPTU calendar	20.0	0.0	0.0
TV talk shows	20.0	12.5	14.3
Discussions with policy makers and journalists	0.0	12.5	14.3
N	5	8	7

Multiple Responses

On the other hand, PPR document, PPR related training; Bengali PPR Gazette, CPTU Calendar, CPTU website etc. received higher effectiveness among the members of the procuring entity and other stakeholders.

Effective activities	Percentage distribution of respondents					
	Procurement officials	Audit officials	Heads of NGOs	Media personnel	Legal aid providers	Civil society
CPTU website	49.4	66.7	40.0	18.2	0.0	20.0
CPTU calendar	80.5	50.0	0.0	0.0	33.3	20.0
Bengali PPR Gazette	62.1	33.3	20.0	9.1	50.0	20.0
PPR document	51.7	100.0	20.0	18.2	66.7	26.7
PPR related training	33.3	83.3	20.0	9.1	50.0	40.0
TV talk show	17.2	0.0	0.0	0.0	16.7	20.0
Workshop/seminar	13.8	33.3	40.0	0.0	16.7	13.3
Publishing feature in newspaper	11.5	0.0	60.0	54.5	50.0	26.7
Training of media staff	0.0	0.0	20.0	0.0	0.0	0.0
Staff orientation	0.0	16.7	20.0	9.1	0.0	13.3
Office circular	1.1	0.0	40.0	36.4	16.7	26.7
Discussion with journalists and policy makers	0.0	0.0	20.0	27.3	16.7	20.0
Wall writing	1.1	0.0	0.0	0.0	0.0	0.0
N	87	6	5	11	6	15

Multiple Responses

As to which of the existing communication activities or programs are effective, majority of the key informants and the members of contractor associations who reported any communication activity to be in place stated that workshop/seminar and staff orientation/training are the most effective. This is because through these communication activities, people can easily understand and make others understand the PPR.

None of the key informants and the members of the contractor associations had ever taken part in any communication activity relating to publicity of the Public Procurement Rules (PPR) or tender.

5.7 Reasons of lack of appropriate knowledge about PPR for the stakeholders

In response to if they think that various stakeholders (procuring agencies and bidders) have appropriate knowledge about PPR, bidders think that they do not. The bidders were also asked about reasons for lack of appropriate knowledge about PPR among the stakeholders. The reasons

they assigned are, lack of training, absence of communication interventions for popularizing PPR, the PPR document being very large and not easily understandable, absence of communication materials, and absence of PPR document in Bangla (Table-5.11). Of these, key reasons are lack of training (mentioned by 100 percent, 80 percent and 75 percent of large, medium and small bidders respectively) and absence of communication interventions for popularizing PPR (mentioned by 100 percent, 60 percent and 50 percent of large, medium and small bidders respectively).

Reasons assigned	Percentage of bidders assigning reasons		
	Large bidder	Medium bidder	Small bidder
Lack of training	100.0	80.0	75.0
Absence of communication interventions for popularizing PPR	100.0	60.0	50.0
The PPR document is very large	33.3	40.0	0.0
Not easily understandable	33.3	40.0	50.0
No communication materials	33.3	0.0	25.0
Less understandable due to absence of PPR document in Bangla	0.0	40.0	25.0
N	3	5	4

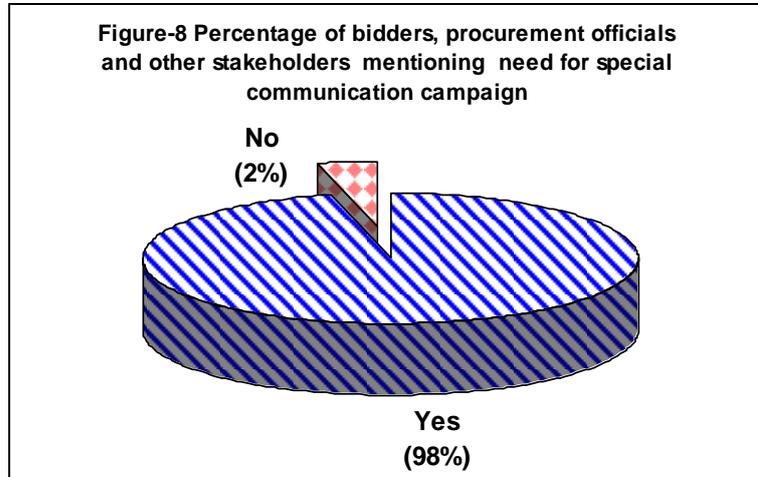
Multiple Responses

CHAPTER SIX

SUGGESTIONS FOR COMMUNICATION ACTIVITIES

6.1 Special Communication Activity Needed to Popularize and Implement PPR

Since the majority of the members of the procuring entity, contractors and other concerned people do not have a clear and appropriate idea and knowledge about the PPR, all most all concerned think that it is necessary to undertake special communication programs like social mobilization /communication campaign in order to popularize and smoothly implement PPR-2008. Figure-8 shows that 98 percent of the respondents mentioned need for special communication campaign.



6.1.1 Suggestions for specific communication activities for the target audiences of the proposed media campaign

Overwhelming majority of various categories of procuring entity and other stakeholders and very high majority bidders think that some specific communication activities are needed to be undertaken for some important categories of stakeholders to popularize and implement the PPR. The relevant respondents suggested various communication activities separately for policy makers, procuring entity, bidders/business community, civil society, mass media, and general public. The suggested communication activities include, orientation, publicity, poster, leaflet, brochure, pocketbook, guideline for filling out tender and submitting it, billboard, sticker, radio/TV commercial, TV discussion, music video, dissemination through newspaper, cartoon, workshop / seminar. Of the suggested communication activities, orientation, publicity, print media and TV/radio intervention came out to be key ones. For details, please see the relevant tables at Appendix-E: Additional Tables.

On the other hand, both the members of the contractors associations and the key informants suggested some specific communication activities for some key categories of actors in the scenario of public procurement. The table below depicts their suggested communication activities or programs by target audiences:

Target Audiences	Communication Activities/Programs
Polycymakers	Training, workshop, orientation, social mobilization, and distribution of PPA book
Procuring entities	Publishing a brief and easy version of the PPR book in Bangla, training, workshop, orientation, campaign, seminars, exchange of views, and meetings
Contractors, business community	Training, publishing a brief and easy version of the PPR book and a guide book in Bangla
Civil society	Seminar, workshop, orientation and publicity through newspaper, campaign and TV, radio, and street drama

Target Audiences	Communication Activities/Programs
Media personnel	Seminar, workshop, training and orientation, Talk show on TV and campaign
Members of general public	Meetings, rallies, observing national and international days, union level orientation, posters, distribution of leaflets, publicity through TV, TV, radio and street drama, and <i>punthi path</i>

6.2 Suggestions for Communication Materials, Messages or Information and Media to Utilize

All respondents, irrespective of categories reached through any method of investigation – quantitative or qualitative suggested quite some communication materials, many messages and areas of information and media to utilize in order to popularize and implement PPR-2008 smoothly and efficiently. The opinions of the respondents in this regard have been organized and presented in the following format:

Suggested materials	Suggested areas of message/ information	Suggested media/channel
Posters	<ul style="list-style-type: none"> • PPR should be followed by all concerned • Gist of PPR in Bangla • Our responsibility is to understand and follow the PPR-2008 • Understand what PPR is • Take the responsibility of the development works of the country • Follow PPR and harvest development • Know the rules of public procurement and develop the country • PPR the key to Development • Following PPR is crucial for arresting misuse of government money • The country will be benefited if PPR is followed • Follow the rules of PPR to overcome bureaucratic pressure • Realize PPR and halt corruption • Follow the PPR and be a development partner • Let us understand PPR and follow the procurement policy • Follow the rules of the PPR and help develop digital Bangladesh • Let the procurement policy of the government succeed • PPR is there for transparency, never go for tender mongering • Know about PPR and follow it • Let of us follow the PPR • ‘Rahim Mia, let us go to watch the PPR drama’ 	Print (Poster)
Billboards	<ul style="list-style-type: none"> • Development message with illustrations • Involve people to follow the PPR with relevant picture • Picture of police arresting one for violating PPR 	Billboard

Suggested materials	Suggested areas of message/ information	Suggested media/channel
Brochure	<ul style="list-style-type: none"> • Brief and easy description of the PPR in Bangla • Description of the main objectives of the PPR • Policies and rules of the public procurement in Bangla • Key steps of the process of bidding and the eligibility of the contractors in Bangla • Nicely articulated write-up on the message “Let us all follow the PPR and help expedite the government development work” • Description of how to follow the PPR-2008 • How to make people aware of the PPR 	Print (Brochure)
Leaflets	<ul style="list-style-type: none"> • Brief description of the PPR • Call to follow the PPR • Understanding PPR is helpful to the nation • Know the rules of public procurement and help develop the country • One who follows the PPR is a friend of the country • All key features of the PPR • Provision of punishment for not following PPR • Adverse consequences of ineffective PPR • PPR to ensure the accountability of work to people • Ways of fighting corruption through proper implementation of the PPR • Description of how the misuse of money can be stopped and GDP increased by strictly following the PPR 	Print
PPR training curriculum and handbook	<ul style="list-style-type: none"> • PPR training curriculum including necessary handouts • Orientation guideline • Brief description of the PPR with explanation 	Print (training related)
TV/Radio	<ul style="list-style-type: none"> • TV and Radio drama, talk show and promotional songs crafted on: <ul style="list-style-type: none"> • Relevant information about PPR • One who follows the PPR is a friend of the country • Love the country, follow the PPR and stop wastage of money • Regular dissemination of information about PPR • Broadcasting PPR news • Introducing a jingle and a theme note before starting any PPR related activity 	Electronic
Daily Newspaper	<ul style="list-style-type: none"> • Regular dissemination of information about PPR • Advertisement around ‘One who follows the PPR is a friend of the country’ 	Print
Meeting/ Workshop/ Seminar	<ul style="list-style-type: none"> • Basic information about PPR and the explanation behind them • Key features of the PPR, its importance, steps to follow it and responsibility of various categories of people 	

Suggested materials	Suggested areas of message/ information	Suggested media/channel
Boundary wall	<ul style="list-style-type: none"> • Development-based pictures and very key elements of PPR • Let us all know about PPR and shoulder our own responsibilities 	Boundary wall of schools and colleges etc.
Street Drama, nation-wide debate	<ul style="list-style-type: none"> • Street drama on: <ul style="list-style-type: none"> - Relevant information about PPR - One who follows the PPR is a friend of the country - Love the country, follow the PPR and stop wastage of money • Debate on: Importance of PPR in country's development and our responsibilities 	
Talk show	<ul style="list-style-type: none"> • Where there will be discussion on PPR, there will be discussion on its positive and negative aspects 	BTV, private channel, FM Radio

6.3 Suggestions for Visuals to Use as Campaign Logo to Popularize the PPR

All respondents irrespective of the category suggested many visual concepts to use as the logo for the proposed campaign to be organized to popularize the PPR. Below are the visual concepts they have suggested to develop logo on for the campaign:

Suggested Visual Concepts

The picture of:

- A damaged car and a rickshaw after an accident in a broken road
- A truck stuck up in a detached road as the laborers are trying to pull it up with a rope
- One who does not follow the PPR is an enemy of the state
- One of the two persons beside an under-construction road telling to the other: "We too are the owners of the money that are being spent in development works"
- A celebrity finger-pointing to "No more tender mongering, let all of us follow PPR rules"
- A celebrity professor telling in the class, "Know about the PPR and develop the country"
- Snapshots of digital Bangladesh
- A documentary movie on PPR being shown in a field and everybody, irrespective of age, including children, women and men are enjoying the same
- Poster designed with many small pictures on it
- A collage combining two snapshots - one of a city and the other of a village, both reflecting an aura of fulfillment
- An adolescent girl walking down the road with a national flag
- A man with a book on PPR in hand

6.4 Suggestions on Slogan for Campaign to Popularize the PPR

- We all will follow the PPR and not run after tender mongering
- Let us all follow the PPR and utilize our money properly
- Halting misuse of government fund is a saving for the country
- Complete the project work with honesty and devotion
- Know the PPR and fight corruption
- Know the PPR as it is the right of every citizen

-
- Know the PPR and establish yourself as a proud citizen of the country
 - We follow the PPR, you too come and join us
 - Let us all know the PPR and motivate others to know it
 - Follow the PPR and contribute your achievement to the country's development
 - Transparency is a must in the spending of the public money
 - PPR has been prepared to implement all development works appropriately
 - There is no alternative, but to follow the PPR
 - Implementing PPR is a step forward towards digital Bangladesh
 - Follow the PPR and protect the resources of the country
 - Money being spent in development is also my money
 - Follow the PPR to ensure the accountability of work
 - We shall understand PPR and build a golden Bangla.

Section C: Discussion, Conclusions, Recommendations

CHAPTER SEVEN

ANALYSIS OF THE KEY FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

This concluding chapter briefly analyzes the key observations that emerged as a result of the Opinion Research Study on Public Procurement Reform for Social Awareness, Campaign and Communication (SACC) conducted with a range of people throughout all administrative divisions. Some precise conclusions have been provided and a set of recommendations have been offered in order to help formulate a communication strategy and develop communication interventions to popularize PPR for its correct and effective implementation. It is assumed that since most of the findings are self-explanatory, detail analysis will not be required. Depending on this assumption, therefore, only a few observations have been attempted here for providing a clearer understanding of the key issues. The major findings have been summarized here in order to analyze the findings. Thus, the findings delineated in chapters three through six have been covered in this section. Presented below are the brief points of analysis that have been felt necessary for giving a better understanding and clarity:

7.1 Discussion

Involvement in Public Procurement of Goods and services: A very high level of involvement of the respondents in public procurement of goods and services has been reported. Cent percent of large, medium, and small bidders, 95.5 percent of procurement officials followed by 66.7 percent of audit officials and 60.0 percent of NGO chiefs have reported their involvement. Members of other categories showed quite low level of their involvement in public procurement. Legal aid providers reported no-involvement in the process. Majority of the key informants including the members of bidders' associations are also reportedly involved with exception of two categories, majority of the members of the public and none of the student community. Majority of the bidders or contractors have over 5 years of working experience. They mostly work with LGED, PDB, Roads and Highways, DPHE, WASA, REB, Railway, PWDB and WDB etc. The small bidders usually work with LGED and Pourashava, UE and PIO offices and City Corporation. They are involved in construction and repairing of roads, construction of drains, building, embankment, sluice gates, bridge, culvert, electric supply lines, go-downs, supply of stationeries, office items, office furniture, and construction of new school buildings and repairing the existing ones and purchase of construction materials, rice, paddy, sanitary items, stationery items, etc.

Idea about PPA-2006 and PPR-2008: High proportions of all categories of bidders heard about both PPA-2006 and PPR-2008 - more of them hearing about PPR-2008 than about PPA-2006. The picture is similar with regard to various categories of procuring entity and other stakeholders. This may be due to the fact that the bidders are more interested to know about the rules than the laws backing up those rules. Maybe, this is also because more people prefer knowing the how-to guide to learning legal provisions behind any activity. They consider PPA-2006 as an embodiment of laws pertaining to public procurement and PPR-2008 as a set of rules of performing the procurement. All concerned, except some of general public and all students, heard about PPA-2006. However, many of those, especially the members of the public only heard about PPA, but did not know about it. The bidders and the key informants appeared having substantial idea about both PPA and PPR. However, as to what they actually know, all varied widely. Bottom line is, their idea about both PPA and PPR is not clear.

Sources of information about PPA and PPR: For bidders, website, concerned office, training, newspaper, meeting, and the bidding documents are the sources of information about PPA and PPR. For the members of City Corporation and district level contractors' associations, newspapers and the circulars issued by various concerned offices, other fellow contractors are sources of

information about PPA and PPR. One of them said, “We knew about it on our own due to our own interest and necessity”. Many of the members of the general public mentioned that they heard about PPA from various sources, such as: contractors, senior officers as they visit the sites for inspection, newspaper, officers of different departments/organizations, and UE, PIO, LGED and office of the NCTB. Substantial proportion of the members of the general public and all the students do not have any idea about the PPA and the PPR.

Key features of PPR-2008: The bidders who have heard about the document, identified a number of key features of PPR-2008 in their own ways, but many of them missed out quite some very important ones. Moreover, some of the identified features are either not the key ones or not correct. The large and small bidders identified lesser number of features than the medium bidders. The respondents of qualitative investigations gave more or less similar picture. Data imply that the bidders have good amount of information about the key features of the PPR. However, it is felt that the key stakeholders, especially the bidders should know more about the PPR so that they can comply with requirements and submit the bidding documents correctly. Some members of various bidders’ associations strongly opposed the PPR-2008 and termed it to be a trick of plundering and misusing money. According to them, “The PPR has been developed in the interest of the bureaucrats. It is highly bureaucratic and full of complications”. Some others opine that the document is an embodiment of a set of clear rules for submitting tenders in a transparent way.

General perception about PPR: All the respondents, irrespective of the categories are in general divided into two clear groups with regard to their general perception about PPR, one holding positive view about the PPR and the other maintaining the negative perception. In demonstrating positive perceptions, majority of the respondents of all categories said that the PPR was good, useful, easy to follow, transparent, less time-taking, and less bureaucratic. According to the opposing group the PPR is bureaucratic, complicated, hard to follow, lengthy, financially plundering, and so it is not needed at all.

Changes brought about in PPR: The respondents of all categories could identify some very important changes brought about in PPR-2008. The key changes identified by the large, medium and small bidders (of varying proportions) include, ‘following rules has been made mandatory’, ‘over 1 crore Taka tender must be posted to website’, ‘evaluation committee has been formed’, ‘security money has hiked to 10 percent from 1 percent’, ‘authority can select bidder from a small number’ and ‘all agencies must follow PPR’. Similarly, the members of various procuring agencies and other stakeholders (with varying proportions) also mentioned quite a number of changes that have been brought about in the PPR-2008 through reform. For genuine reason the procurement officials and the audit officials know more about the changes than the other categories. The members of the bidders associations and the key informants also identified similar changes in the PPR. Despite the fact that many respondents irrespective of categories know about the changes brought about in the PPR through reforms, sizeable proportions of the others still need to know them. Similarly, the members of various procuring agencies and other stakeholders (with varying proportions) have also mentioned quite a number of changes that have been brought about in the PPR-2008 through reform. This implies that meticulous communication interventions should be planned and executed.

Perception about the changes brought about in the PPR: Majority of the small bidders perceive the changes brought about in the PPR have been perceived to be effective, easy to understand, transparent and user-friendly while for large and medium bidders these figures are lower somewhat. Some of the bidders have expressed some negative perceptions as well. Negative perceptions are the highest among the medium bidders followed by the large category. More of the procurement officials, the audit officials, heads of NGOs and legal aid providers came up with positive perceptions than the media personnel and the members of civil society. This implies that media personnel and the members of the civil society need to be given orientation meticulously alongside other categories of people because they are very important opinion mobilizers. Sizeable proportions of the target audiences opine that the bidding process under PPR is easy and effective

since bureaucratic complexity has declined. This ensures transparency in the system as well. While some key informants held completely different view saying, it is hard to understand, it involves a lengthy process and bureaucratic complications have increased around tender dropping. As a result, 90 percent of genuine contractors are being affected hampering development activities of the country. One of the contractors participating in the discussion alleged in this connection and said, “In collusion with a type of syndicate, a section of contractors are dropping tenders by quoting very low cost with scrupulous involvement of the concerned officials. This is affecting the interest of the general contractors. As a result, the quality of work hampers”. This implies that unless effective effort is taken immediately to strengthen positive views and disperse negative perceptions and popularize the PPR, the public procurement will be in jeopardy.

Practice of following the PPR: Majority of people, who are directly related with public procurement, have higher level of practice of following the PPR. High majority of large, small and medium bidders, the members of contractors’ associations, audit officials, and the key informants who are individually or organizationally involved in the process reportedly have the practice of following the PPR. Other categories of target audiences, such as heads of NGOs, media personnel, legal aid providers and members of civil society demonstrated lower practice presumably due to the fact that they are less directly related with public procurement process.

Sources of information about dropping tenders: For bidders or contractors the key sources of information for submitting tenders for public procurement are the fellow bidders, newspaper advertisement and concerned office and website. Lesser number of medium bidders and even lesser number of small bidders cited these sources for their information about dropping the tenders. For the members of the contractors’ associations the sources are: daily newspapers, notice boards of the concerned offices/organizations, official letters, other fellow contractors, the specific website and engineers of the concerned offices/organizations.

Process of selecting contractor: Selecting the ‘lowest bidder’ has been stated to be the process of selecting contractors by highest proportions of large, medium and small bidders. Other processes mentioned by the bidders include: ‘lottery’, ‘opening the tender in front of all bidders’, ‘on 5 percent less than the estimated cost’, ‘selecting bidders according to PPR’, ‘evaluating the tender’, and ‘through approval of the authority’. On the other hand, some members of the two contractors’ associations alleged that PPR is just a sign board. In the name of ‘transparency’ the work-orders are practically given through under-hand dealings and negotiations between the contractors and the high officials. To get a work-order one has to win the hearts of the concerned officers.

Experience in the bidding process by following PPR: The respondents expressed mixed reaction as to their experiences of participating in the bidding process by following PPR. Some of them demonstrated positive view about PPR, while others held opposite opinion. Medium and small bidders expressed their experience as ‘good/positive’, while the large bidders mentioned their experience to be ‘both good and not-good’. Substantial proportions of the members of all categories of procuring entity and other stakeholders see their experiences as ‘good/positive’. Mixed reaction in this regard has been expressed by smaller proportions of the members of these categories. Similarly, the members of the contractors’ associations also expressed mixed reaction in this regard, some expressing positive view, while others expressing negative view. Some other members of the associations maintain that the PPR has quite a number of inherent problems that make it less effective. The key informants on the other hand, held only positive view. Most of the key informants think that the PPR is being followed appropriately in the public procurement system.

Gap of information about procurement: According to the respondents of all categories of quantitative investigation there is gap of information in the process of bidding for specific goods and services. Smaller proportions of procurement officials, audit officials and members of civil society also reported gap of information in the bidding process. On the other hand, pretty high proportions of heads of NGOs, media personnel, and legal aid providers think that there are gaps in the process. But majority of the members of the contractors’ associations did not feel any gap or

shortage of information. One of them said, “We think the amount of information we get from the tender schedule and other relevant documents is quite adequate for our purpose”.

Type of information gaps: Majority of the respondents who reported having gap of information in the process, identified some very important gaps. Their identified gaps include, ‘rules are unclear’, ‘not easily understandable what to do’, ‘full information is not available’, ‘information not available in website’, ‘no opportunity to surf website’, ‘bidders do not know how much they will have to deduct from quoted amount’ and ‘no clear guideline’. Taking a candid look at the gaps thus identified one may argue that if so many crucial gaps exist in such an important program/document that determines smooth and steady procurement of goods and services of the government, meaningful development of the country to the benefit and services of its people will not be possible. Therefore, meaningful and effective measures must be taken immediately.

Ways of removing the information gaps: A number of ways have been suggested in this regard, the bidders of three categories followed by procurement officials suggesting more ways than other categories of respondents. The ways suggested include: ‘reading the gazette’, ‘contacting CPTU’, ‘surfing the website’, ‘contacting the other bidders’, ‘providing training’, and ‘developing clear guideline’.

Problems faced in following the PPR: Varying proportions of respondents across the categories mentioned that they had faced problems. All large bidders, medium bidders and small bidders, procurement officials, heads of NGOs, and the members of civil society stated to have faced problems in the process. None of audit officials and media personnel reportedly mentioned to have faced any such problems. All of them also mentioned the problems they faced. Large bidders faced more problems than those of other categories. Highest proportion of procurement officials among various categories of procurement entity and other stakeholders, stated to have faced a number of problems. It is to be seen seriously, if these two key actors in the arena of PPR really have so many problems in following PPR or they say this as they want to avoid the just system. In both the cases appropriate communication activity will be a solution, it is believed.

Ways to remove the problems: Majority of the respondents, irrespective of categories suggested a number of ways to removing the problems. The suggested ways include: continuous training of the contractors and members of procuring entities on PPR, orientation to the political leaders and concerned local government officials, initiating communication campaign to popularize PPR, translating PPR and other relevant documents in Bangla and distributing those, developing the guidelines to follow in brief, making civil society and others aware about PPR, giving thorough orientation to media people about PPR, easing some rules, such as ‘mandatory experience of 5 years’, reducing the amount of security money (deposit) from 10 percent, mounting strong campaign and publicity to popularize PPR and educating the members of the public about PPR. The respondents of all categories have also identified the categories of people who need to know well about PPR.

Specific information needed: All categories of respondents identified specific areas of information to know about PPR well. The areas of information include: importance of knowing about PPR, how to access to the total document, steps to initiate bidding process by relevant GOB authority, easy comprehension of the bidding process, guideline to follow for bidders, abridged version of PPR in Bangla and English, roles and responsibilities of civil society, media, legal aid agency, general public, basic information about training, orientation, workshops, various communication materials, and The PPR document is easily available.

Adequacy of idea about PPR: Despite the fact that overwhelming majority of the key respondents reportedly heard about both PPA and PPR, all of them did not have adequate idea about PPR. There is a sharp declining trend in the knowledge level from large to small bidders via the medium ones. High proportions of audit officials and procurement officials stated that they had adequate knowledge. Other key respondents who reported to have knowledge included legal aid

providers, heads of NGOs, and civil society. Surprisingly no media personnel reported having adequate knowledge about PPR. On the other hand, majority of the key informants and the members of the contractors associations did not have adequate knowledge about the PPR. As to the reason behind it they mentioned that it was due to lack of publicity promoting PPR and facility of training on PPR. The PPR document is not also easily available everywhere.

Sources of information about the PPR: To the bidders the sources they have gained information from about PPR are newspaper, office circular, training, website, Bangla gazette on PPR, workshop/seminar, and tender notice, tender dropping center and other contractor. The respondents of various categories of procuring entity and other stakeholders also mentioned similar sources for their information about the PPR. They however, mentioned TV talk show and Audit department, TV, relative and fellow bidders as sources of information for some respondents.

Barriers of communication about PPR: Substantial proportions of respondents including bidders, procurement officials, heads of NGOs, media personnel and members of civil society stated to have faced some barriers of communication in gaining information about PPR. Both the bidders and the respondents of all categories of procuring entity and other stakeholders enumerated the kinds of barriers they faced in gaining awareness about PPR. It has been observed that, 'length of the document', 'lack of publicity about PPR', 'not easily understandable', 'not very much discussed', 'not easily accessible', and 'not clear, misuse of money, language of PPR being English' came out to be most outstanding barriers of communication.

Ways to remove the barriers to communication: Majority of the large bidders suggest 'providing training', 'mounting a lot of publicity', 'distributing poster/leaflet', 'publishing rules and regulations in brief and making those easily available' as the ways that can overcome the barriers they face in knowing about the PPR. The medium and small bidders also suggested the similar ways as the large bidders did in this regard.

On the other hand, the respondents of all categories of procurement agencies and other stakeholders suggested a very important way for overcoming the barriers along with those suggested by the bidders. The additional suggestion of these respondents is, 'more involvement of media, staging drama, discussion on PPR'. The suggestions of the members of contractors' associations are: providing training, distributing posters, leaflets, brochure etc., developing, printing and distributing a shorter version of the rules and regulations of PPR, making the PPR document available at a cheaper price, publishing the PPR in easy Bengali and taking step to make people understand.

Training received on PPR: While majority of both the bidders and the members of various the categories of procurement agencies and other stakeholders think that 'training can minimize barriers' only very small proportions of them actually received training on the PPR. When asked if their colleagues have received training, their answer was also similar. However, of those who received training stated that the training they received was very useful and effective. This implies that more and more training must be inbuilt into program in order to introduce and popularize the PPR given the fact that whatever training some of them received has been proved useful and quite effective. The duration of training ranged between 3 and 5 days. The issues included in the training are: the tender must be submitted following the public procurement rules, the amount of security money to be deposited in relation to the quoted amount, and the contractor must meet the ceiling of annual turn over etc.

Areas to be included in training: The members of all categories of procurement agencies and other stakeholders and the members of the contractors' associations, who are eventually the contractors, and high proportions of audit officials, legal aid providers and procurement officials suggested that the training should include topics like, PPA, PPR, process of public procurement, steps to follow the PPR, and technique to fill in tender form. NGO chiefs and media personnel did not suggest any topic for training. These topics may be considered when training is planned to

organize for the stakeholders. As to the duration of future training, the contractors suggested a wide range between one week and 3 months.

Existing communication activities to popularize PPR and the related issues: Almost all the respondents irrespective of the category mentioned at least some communication activities to exist, such as: CPTU website, CPTU calendar, Bengali PPR gazette, PPR document, PPR related training, TV talk show, workshop/seminar, publishing features in newspaper, training of media staff, staff orientation, office circular, discussion with journalists and policy makers. Majority of the members of contractors' associations and the key informants did not have knowledge about any existing communication activities and nothing like that had attracted their attention.

Types of communication materials in use: As mentioned by the varying proportions of bidders and members of various categories procurement agencies and other stakeholders, communication materials, such as Calendar, PPA gazette, PPR document, Training manual, and Guidebook, newspaper, office circular are in use in the program. Among the above communication materials, PPR document received highest weight among both the bidders and the members of various categories of procurement agencies and other stakeholders, followed by PPA gazette, training manual and calendar.

Effective communication activities: As termed by the respondents, irrespective of categories, all the communication activities that are currently being implemented to be effective. Among the bidders of three categories, 'PPR document' enjoys the highest effectiveness, followed by 'PPR gazette in Bangla', 'PPR related training' and 'office circular'.

Special communication activity needed to popularize and implement PPR: Since the majority of the members of the procuring entity, contractors and other concerned people do not have a clear and appropriate idea and knowledge about the PPR, all concerned think that it is necessary to undertake special communication programs like social mobilization /communication campaign in order to popularize and smoothly implement PPR. It has been observed that the respondents of this study have suggested a number of some very important communication activities targeted to specific target audiences, who are basically the key stakeholders of PPR. It is felt that while formulating the communication strategy and developing the communication interventions, the communication planners will be amply benefited if they take these into account.

Suggestions for communication materials, messages and media: All respondents, irrespective of categories suggested quite some communication materials, many messages and areas of information and media to utilize in order to popularize and implement PPR-2008 smoothly and efficiently. The suggested materials, areas of message/information and media will also go a long way towards designing the communication activities as part of communication strategy, it is believed.

Suggestions for visuals and slogan to be used in campaign logo to popularize the PPR: All respondents irrespective of the categories suggested many visual concepts and slogans to use in the logo for the proposed campaign to be organized to popularize the PPR. These suggestions are very much thought provoking and may be considered for the proposed campaign.

7.2 Conclusions:

Given the foregoing detailed findings and subsequent analysis of the key findings, it may be precisely concluded that:

- PPA and PPR are two very important documents that govern the public procurement process of the country, the objective being to ensure smooth and corruption-free procurement for steady supply of goods and services.

- Many people have just heard about PPA and PPR but lack appropriate knowledge about the contents of the documents.
- Sources of knowledge about the documents are not adequately tapped and propelled to disseminate message / information about PPA and PPR.
- People consider PPR as latest version of the PPA and consider that as the document to know more about.
- As to the perception about PPR, the target audiences are clearly divided into two groups, one maintaining positive and other holding negative perception.
- Those who know about the changes brought about in the PPR through reform are also of two distinct blocks, having positive and negative perceptions about the changes.
- It may be assumed that all who drop tenders and the procurement officials and audit officials follow the PPR and they know pretty well the process of selecting contractors. Also that they access various sources for exploring information about dropping tenders.
- Those who follow PPR have mixed experience – positive and negative.
- Quite some gaps of information and problems in following the procurement process have been identified which need to be taken care of.
- There are potential barriers to communication.
- There is no publicity at all to popularize and implement PPR.
- Training is very scanty.
- All respondents, irrespective of categories think that a special communication intervention needs to be undertaken.

7.3 Recommendations

In view of the forgoing detailed findings, analysis of the key findings and subsequent conclusions, a number of recommendations have been offered. It is suggested that the offered recommendations are prioritized before going into action. Some recommendations have policy implications and so those should be dealt with cautiously with inclusion of strong policy advocacy strategy in the process. Following recommendations are being offered: Thus it is recommended that:

- A. A policy decision be taken to design and implement planned communication activities for popularizing and smoothly implementing the PPR.
- B. Based on the present situation analysis and other relevant information already captured, a detailed communication strategy including the action be designed and developed.
- C. A comprehensive training / orientation program be designed, developed and implemented. Fresh training needs assessment will not be required since elements of needs assessment have already been employed in this study and enough of needs have been identified. It is being suggested that:
 - Each of the courses addresses, Description and the salient features of the PPA and PPR
 - Rules dealt with in the PPR document
 - Guidelines and steps to be followed by the procuring entity and the bidders
 - Roles and responsibilities of various stakeholders in the implementation of PPR
 - Advantages and benefits of following the PPR.
- D. A multi-media approach, with emphasis on mass media be taken to disseminate relevant message and information.
- E. A campaign approach instead of many one shot communication jerks be planned.

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- F. A campaign logo, slogan, and a specific jingle be developed to be used in all kinds media and possible materials so that people can instantaneously associate messages, logo, and jingle with the theme helping them in retention of the message
 - G. Same messages be used and disseminated through all media.
 - H. An efficient and pragmatic monitoring, supervision and evaluation of the communication campaign be in-built into the program.
 - I. A plan for reviewing and revising the communication activities be in place.
 - J. The suggested messages and text and visual concepts for slogan and logo be considered while developing slogan, logo and other communication materials.
 - K. Following communication materials / activities / interventions be developed and used for PPR communication
 - Poster,
 - Billboard,
 - Brochure,
 - Leaflet,
 - PPR training curriculum and guidebook,
 - TV/Radio spot/drama talk show,
 - Newspaper articles,
 - Meeting/workshop/seminar, and
 - Street drama.

Appendix

Case story: One

Md. Zahidul Islam
Upazila Chairman

Mr. Md. Zahidul Islam, 58, is a Chairman of Upazila of Rangpur district. He is married and father of a son and two daughters. He studied up to class viii. In his social life, he is associated with schools, colleges and madrasahs as well as with the Red Crescent Society. He is a widely traveled person and had visited India, Thailand and Sri Lanka. He hasn't received any training on PPR as yet

He has been elected as Chairman of the Upazila for the first time in his life. Although he is yet to get any responsibility of any kind as a chairman, he tries to take part in some important and emergency activities on his own in consultation with the higher authorities. While explaining PPA and PPR, he said that PPA was introduced before the present government came into power. And it has been reformed later, and renamed as PPR – 2008. PPR is the procurement policy of the government.

He tries to follow the rules and regulations laid down in the PPR with respect to every work done in his Upazila, as this is a government policy. The persons concerned with the procurement of public goods and services should follow the rules of the PPR. He thinks that PPR should be popularized and followed by every department of the government. All concerned and related persons like intellectuals and bidders should be given training on PPR. At the same time, it should be popularized through mass publicity.

Case story: Two

Md. Abdur Rahman
Municipality Chairman

Md. Abdur Rahman 48, is a Mayor of Municipality. For the last 5 years and a half he has been chairman. He is married and father of one son and a daughter. He is associated with the activities of schools, colleges, madrasahs, orphanages and many social and service providing organizations. Further, he is a widely traveled person. He has traveled to Malaysia, Singapore, Thailand, Japan and India. He had the opportunity of taking training at BARD, Comilla and at Manab Mukti Sanghastha.

As the Chairman he has to perform administrative and development activities of the municipality as a Mayor. While talking about the PPA-2006 and the PPR-2008, he said he knew that an Act was introduced in 2006 to regulate government procurement and purchase of goods and services. Afterwards, to make it more transparent, more up-to-date, the Act was further revised in 2008, which is known as PPR-2008. He said that PPR-2008 has been more convenient to follow. He also said that government should take steps to make some amendments in the PPR for ensuring implementation of work within the stipulated time. He further mentioned that although PPR was supposed to be followed strictly, but in reality it was found that many organizations/departments do not follow the rules of the PPR. PPR has been made for all government organizations/departments to follow. There is no doubt about it that PPR is necessary. It should be followed properly.

The Chairman claimed that he followed all the rules and regulations of the PPR in procuring goods and services and also in the construction activities of the municipality. He further mentioned that if all of us followed the rules laid down in the PPR in their respective organizations/departments, progress of work would be expedited and misuse of government fund would be reduced.

At the end he mentioned, “PPR is a government procurement/purchase Act made for all organizations/departments of the government. All the government departments/ organizations of the country must follow the PPR while procuring goods or services and in construction activities. Only then the country will flourish.”

Case story: Three

Md. Zeenat Ali
Municipality Chairman

Mr. Md. Zeenat Ali, 57, is a Mayor of Municipality and is the founder president of the Bangladesh Municipal Mayor's Association. He is married, and father of two daughters.

When asked about his opinion on the PPR, he replied that the government had passed a law and made a policy regarding how the people's money would be spent in a correct way. This law/policy is known as PPR.

He claims that he is in the same chair for the last 5 terms, i.e., the people have elected him as chairman for five consecutive terms. He further claims that he is closely involved in all the development works of the municipality and is conducting all the works by following the rules of the PPR.

He claims that he has to struggle a lot to reach at the present position. That is the reason why he is at ease with the present rules of the PPR. He further mentioned that he had to face many obstacles including threats to his life in connection with the construction works. But now, no one can procure work by force even with a pistol in his hand. This is because there is at present a correct policy of the government in this regard. All the works of the government are being carried out following the policy. No one can now snatch the tender boxes. Now, tender forms can be filled up and dropped at the web-site.

To his opinion, it is necessary to disseminate the contents of PPR among the people, and for this programs should be chalked out accordingly. The light of the PPR should be ignited in every government, non-government organizations, he mentioned. To achieve this, extensive training, publicity and meetings, seminars should be arranged, he suggested.

Case story: Four

Md. Joinal Abedin
Upazila Chairman

Mr. Md. Joinal Abedin, 59, is a Upazila Chairman. He has studied up to HSC and is married. He has been elected as chairman in the last upazila chairman elections. He is actively involved in the development activities of the area like improvement of the sanitation system, construction works, construction of culverts digging of tube-wells, etc.

He mentions that development projects of different upazilas like his, were implemented earlier with many irregularities. But now they have to follow some rules to conduct such works. The PPR has fixed for them rules for the implementation of development works. He adds that the government allocates them money against development projects of the upazilas, and out of the allocated money they issue the work orders to the lowest and competent bidders to do the work. He mentioned that he was very much happy to work in this process. He also mentioned that he was associated with many development works of the upazila for the last 15 years. As a result, he has witnessed many irregularities in the development activities. Therefore, he wanted to get the work done following proper rules and by the competent and experienced persons. He further mentioned that the PPR would fulfill his expectations. They now won't have to face problems. The development works of the upazilas are progressing in a proper and systematic way.

He said that he has been following the rules and regulations of the PPR. Extensive training on PPR is required for the persons like him and obviously for the persons who don't have a clear idea about the PPR.

He further suggested dissemination of the rules and regulations of the PPR among the people. The law enforcing bodies of the country should be given adequate idea about the PPR, so that all could get the work done and implement the project in the light of the PPR. He further suggested publishing a book on PPR in Bangla and distributing them among the educated community of the country.

Case story: Five

Md. Salam
Executive Engineer

Mr. Md. Salam, Executive Engineer, is married and father of two sons and a daughter. He is a B.Sc. Engineer. He had received 8-day long training on PPR from LGED, and feels that further training is required on the subject.

Before being promoted as the executive engineer this municipality, he performed the duties of assistant engineer and executive engineer in different municipalities of various districts. He has faced many different problems in his long carrier. He said, “before the introduction of the PPR, there was no clear-cut instruction for purchase and procurement of goods and services and construction materials through tender. Many organizations/departments used to formulate rules and regulations of their own to conduct procurement activities through tender. There was no accountability, and none could be found to solve any serious problem. As a result, it was very difficult to find a solution”.

He further mentioned that PPR was first drafted in 2003 and later on it was approved in 2006 as PPA. This was further reformed and approved as PPR in 2008. Some more reforms were effected later on. In the PPR transparency, accountability, duties and responsibilities and key to the solution of problems have been outlined clearly. He further mentioned that if the rules of the PPR were followed, no one could be able to involve himself in corruption. At the same time, he further advised to bring some changes in the PPR: the machinery parts that are imported from the foreign countries should have the brand name along with the country of origin inscribed on it. Bidders’ past experience should be made compulsory for all tenders larg or small. Otherwise, the work cannot be implemented properly. The features of PPR should be made known to all concerned. In this regard, the bidders and the contractor should be provided with adequate training to create awareness and responsibility among them.

He further mentioned, “I have faced many threats and troubles for implementing works in line with the PPR. But still then, I think that PPR is a right and bold step at the right time. The country will advance steadily if the PPR is followed properly.”

Case story: Six

Md. Zonab Ali
Executive Engineer, WDB

He had completed his education with hard work from his early childhood. He had a dream of becoming a reputed engineer. To make his dream come true he forced him to go through hard work and perseverance. Ultimately he became a successful engineer. But at the end of his carrier he is now beset with troubles. That is, he had to take hard-line to follow the rules of the PPR.

He described the facts of his life in an emotional way. As he was following the PPR strictly, he was transferred by the pressure of the local influential people. The reason behind was that he tried to issue work orders by following the rules of the PPR.

At that time, he was posted in Emergency Disaster Project, where he invited a quotation. Many tenders were dropped properly fulfilling the requirements mentioned in the advertisement for the tender. The lowest bidder was then selected, who had 5 years of work experience. He was qualified in all respects. But suddenly he was transferred again to favor the organization preferred by the mayor.

He then asked, if the influential people of the country were not aware of the PPR, how it would be possible to implement it. The answer to this question is unknown to him. He then proudly mentioned that he had the moral courage, as he always tried to perform his responsibility with full satisfaction. He also urged to create awareness among the people about the PPR through mass publicity, and to provide training and orientation to the influential and powerful persons of the country.

Case story: Seven

Kazi Daulat
Engineer, Water Development Board

Mr. Kazi Daulat is an Engineer working with the Water Development Board for a long time. His present responsibility includes procurement of goods and services. And he is doing his job fairly well. While expressing his opinion as to the PPA-2006 he said that the procurement policy that was being followed before had been reformed to some extent, and the reformed policy was introduced as PPA. Later, the PPA was further reformed and introduced as PPR-2008 to make government procurement policy easier and up-to-date.

He mentioned some of the reforms in the PPR-2008, which were pretty good. These include opening of the tenders in presence of the bidders as well as others present, posting of tenders of more than Taka one crore in the website, formation of evaluation committee, etc. On the other hand, preconditions of past experience for small works and the requirement of no experience for big works force the small contractors out of work. Moreover, he mentioned that introduction of one tender dropping center had encouraged the bidders to form syndicates.

He has been facing many problems in doing his job up to the mark, he mentions. He further said that the bidders were not dropping the tenders with proper documents. Being dissatisfied, he further mentioned that in such circumstances he was left with no alternative but to issue work orders on the influence and pressure of the political leaders. He said that presently it became very difficult to work in accordance with the PPR rules. To popularize the PPR, he suggested training, mass publicity, publication of booklets on PPR in Bangla and English, preferably with the changes that have been made to reform.

Case story: Eight

Md. Shahidur Rahman
Contractor

Mr. Md. Shahidur Rahman, 61, is a contractor by profession. He has studied up to class ix. He is in this profession since 1967. His observation is that before the PPR Tender Form 2911 was used for construction works and Tender Form 2908 was used for government supply works. In 2003, these two forms, 2911 and 2908, were cancelled.

While giving his opinion on PPA, he mentioned that earlier they had to face many unwanted problems. Collection of necessary documents following the PPA was very difficult. On the other hand, his opinion regarding PPR is that it is a very complicated procurement policy. According to his opinion, there is no transparency in the PPR and it creates a dishonest and subtle way of corruption. Therefore, he thinks that complete reform of this Act should be made for the greater interest of the contractors, particularly of the small and medium contractors and for the interest of the procurement authority. He further mentioned that only then the smaller and competent contractors would be able to take part in the development works of the country.

Case story: Nine

Md. Salamat
Contractor

Mr. Md. Salamat is a construction contractor. He is in this profession for the last 16 years. He is aware of PPA-2006 and the PPR-2008. He mentioned that the PPR-2008 could be reformed further to make it more acceptable. Following the PPR, he participated in the tender and procured some work orders. He has gone through the PPR on his own initiative and got ideas about the rules and regulations. He mentioned that he felt comfortable in procuring work orders and implementing the works in accordance with the PPR.

He has suggested some reforms in the PPR-2008: one being the requirement of previous experience of doing work worth over Taka 2 crores. He suggested this requirement to be mandatory. He also opined that previous experience should be made compulsory for work worth Taka 50 lacs.

He opined in favor of keeping tender policies free from political influences and making monitoring system compulsory. He thinks that the PPR-2008 is more or less realistic. He is also satisfied with the rules of the PPR which require deposition of security money and liquidity guarantee, and also deduction of VAT.

At the same time, he emphasized on the need for publicity to make PPR rules and regulations well-known to the concerned quarters. To this end he suggested organizing TV talk-shows, workshops, seminars, etc. To his opinion, the above activities can ensure accountability and transparency. He thanked the concerned authorities of the government for the improvement of the law and order situation and for being relieved from the tender mongers and the extortionists, which was a regular phenomenon before the introduction of the PPR-2008.

He suggested implementing the PPR at all levels of government procurement.

Case story: Ten

**Mr. Abdul Hakim
Contractor**

Mr. Abdul Hakim is a contractor by profession. He has been working as a contractor for the last 26 years. He expressed his disappointments in response to the question whether he follows the PPR in his construction business. He mentioned that he differed in principle with the PPR. He pointed out that the reformed policies need to be changed soon. The PPR should be disseminated to the general public in an easy way. This can be done through various media and training, he suggested

He points out that presently he is participating in the tenders by following the rules of the PPR. But the engineers are awarding the work orders to the contractors of their choice. He further points out that in the process of issuing work orders the political leaders and the bureaucrats are playing a decisive role. As a result, contractors like him, who follows the rules of the PPR, are ignored and treated as misfit.

Mr. Hakim also differs with the provision of security deposit as mentioned in the PPR. While criticizing the PPR, he mentioned that as the government had introduced PPR in the country, all citizens must follow it. But the PPR remains only in the book as its application is not visible anywhere. The rules and regulations governing the public procurement have been documented in the PPR, but these are not executed appropriately in practice.

He further mentioned that he had to struggle a lot to reach this present position. He was earlier considered as a class one contractor. But contractors like him are rejected due to present corrupt practices. He therefore came to a conclusion that fair practice of the PPR is useless here. In the PPR it is clearly mentioned that work order shall be awarded to the competent contractors. But the authority is reluctant to give him any work. Therefore, to his opinion, PPR does not have any bearing at all.

Mr. Hakim generally participates in the tenders of civil and engineering departments of the RHD, LGED, BWDB. Recently, he pointed out, he had participated in the tenders of the above mentioned departments. But surprisingly these departments did not sell him any tender documents of medium or large scale work. They did not consider him as competent, though he had been an established class one contractor for the last 26 years, he mentioned.

Under the above circumstances, he doesn't think that the PPR could be a completely corruption free. He thinks that the rules and regulations which fail to accept the competent person cannot bring any good to the country.

He, however, said, "I do respect some of the rules of the PPR that was introduced to stop irregularities and corruptions. All of us must follow those rules and respect them".

Case story: Eleven

Bireshwar Pandit
An NGO Chief

Mr. Pandit is the Founder and the Executive Director of the NGO. He is associated with various development activities for the last 25 years. Regarding the PPR, he said that those who were involved in corruption knew very well the loopholes of the law. Therefore, he suggested forming of tender evaluation committee compulsory alongside with the PPR.

He mentioned that he had to encounter many problems to attain his present position. He further said that he had the opportunity to supervise the rehabilitation programs of some of the Aila devastated areas in Khulna. But unfortunately, even after repeated requests, he was not welcome to participate in the post rehabilitation activities of the site, though earlier he visited the area 10 times in a year in connection with the same. After completing the work, the construction firm had sent the file to him for his approval mentioning that the work has been completed successfully and requesting for the payment of the final bill. But he did not sign the file apprehending corruption behind the scene. Therefore, according to him, it is useless to keep the PPR only in papers; PPR should be followed in practice.

He further mentioned that the PPA-2006 had been upgraded to PPR-2008. After some reforms, now PPR is a good guideline of the government procurement policy. While implementing the projects he had to face many problems in following the PPR, which is very difficult to explain. He further mentioned that publicity for the PPR is almost absent. Therefore, he suggested, the rules of the PPR should be printed in Bangla and large scale publicity campaign should be carried out. He thinks, "It would be worthy if social awareness can be built up around the PPR."

Case story: Twelve

**Md. Golam Moula
Advocate**

Mr. Md. Golam Moula is a practicing lawyer for quite a long time. While commenting on the PPA-2006 he mentioned that it was introduced to lay down rules and regulations for the government procurement of goods and services. This was necessary for a sound and easily workable procurement policy of the government within the framework of the prevailing laws of the country. He further mentioned that the ADB and the World Bank had forced us an action plan for their own interest. The PPA was made according to their will.

All development works were supposed to be based on PPA. But all works were awarded as decided by the ministers and the bureaucrats, he mentioned. He further mentioned that later the government introduced PPR-2008. Here it was told to follow the rules of PPR-2008 in implementing all development works. Some changes were made in the PPR-2008. They include awarding of work order to the lowest bidder, formation of evaluation committee, publication of tender notices in the newspapers as well as posting the same in the website, dropping of the tenders in one box and making arrangements for auditing the procurement activities each year, and no provision of awarding work orders through lottery.

He suggested popularizing the PPR from village level to district level through organizing meetings and workshops. Moreover, he further suggested encouraging the civil society, students and teachers, heads of all departments/directorates, members of the UPs to have knowledge on PPR. At the end, he said with dissatisfaction that presently most of the corruptions are going on in the development sector of the country, and the main corrupt persons are the leaders of the ruling party. He further pointed out that there was law in the country but the person responsible to realize the laws were corrupt. The quality of work was going down gradually and the act of bribery had increased, he pointed out. According to him, the PPR-2008 is a very good Act. But, categorically he said, "The cows exist only in the list, but not in the cow-shed." He further mentioned that presently the political leaders did not care for the tender, but distribute all development works among themselves giving a damn to the tender process.

**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)**

Guideline for FGD with Bidders

- **Members of District Level Contractors' Association**
- **Members of City Corporation Contractors' Association**

For Bangladesh Center for Communication Programs (BCCP)

**Development Support Link (DSL)
House # 14, Road # 32 (Old)
Email: dsl.rtc@gmail.com**

**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)
Bangladesh Center for Communication Programs (BCCP)**

Guideline for Focus Group Discussion with Tenderers

Introduction to and Consent about FGD:

Asalamu alaikum! I am and he is , my colleague. We work for Development Support Link (DSL), a research agency in Dhaka. Are you all doing fine? Surely you are. We are here from Dhaka for discussing certain very important issues with you for a study to be conducted for Bangladesh Center for Communication Programs (BCCP), Dhaka, Bangladesh. Now let us be introduced with you. We have already told our names. Let us now know your names, ages, and other information. The proposed **Opinion Research Study** aims to gather information about existing communication efforts, need for new interventions, and environment related to public procurement system etc. and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, bidders, media, civil society members and general population regarding reforms of public procurement system. This is expected to play an important role in formulating an effective campaign strategy. Therefore, since you are an important group of population, we want to have a thorough discussion with you. We hope that you will give us some time for the discussion. We assure you that the information you will provide will not made public, this will only be used for research purpose. So you understand that we will discuss with important groups of people in the society. You are included in one such group. We are assuring you that the information you give will be kept confidential.

Your ideas and recommendations are very important to us. There is nothing wrong or right in what you say, everything is equally important to us. We are hoping that you will participate in this discussion to be completed in 30-40 minutes. It depends absolutely on you whether you will participate or not in this discussion. Will you give us some time for the discussion? We hope you will. We are expecting your opinion and cooperation.

Do you want to know more about the discussion? So can we start now?

I have read out totally the above consent note on the objectives and confidentiality of information to the participants before participating in the discussion. They have / have not given their consent to participate in the discussion at their own will.

Given consent to participate: ...[] Have not given consent to participate: ...[]

Moderator's Signature: **Note-Taker' signature:**

Date of Discussion:

Venue/Place of Discussion:

Division:

District:

Porashava/Municipality/Upazila:

A. Guide for Moderator:

We need to know about the following key research issues in detail. You can ask any relevant questions in order to elicit out the impressions of the individuals included in the target group about the specific research issues. What questions you will ask to get an insight into the key issue depends solely on you. However, you have to ask those questions that you feel are necessary to in cognizance of perspective and situation and deciding instantaneously. For your convenience, certain relevant questions have been framed and provided below each key research issue. If necessary, you can ask questions following the pattern of questions provided. But remember, you have to elicit out individual and group ideas about the key research issues in detail. As far as possible, try to bring out audiences' responses verbatim. You can 'probe', but never 'lead' the respondents to answer in your own words. After getting each response try to retell the response once again clearly and audibly in order to make sure that the note-taker records correctly. After the discussion is over, summarize the responses in order to get the participants' approval and to help the note-taker see if he has written the participants' comments correctly for the second time. The note-taker's help can be taken while summarizing the audiences' responses.

B. Various Steps of Techniques the Moderator will Adopt

1. Arrange the participants to sit comfortably in "U" shape so that the participants, moderator, and note-takers can see each other's faces.
2. Develop a congenial relationship with the participants by means of exchanging greetings mutual introduction.
3. Explain openly the objectives and purpose of group discussion;
4. Explain the main theme of discussion.
5. Explain what the participants will actually have to do.
6. While explaining the process of exercise and the importance of information, tell the participants that you will ask them some questions and the participants will discuss the issues among themselves spontaneously and give you consensus views. The participants will first give individual views and then they will come up with consensus views. There may be different views on the same issue from the group. The note-taker will record them all and verbatim. The moderator will explain any questions asked by the participants.
7. The moderator will assess if the participants are prepared to discuss. It is expected that as soon as the participants will understand well, they will quickly be interested to participate in the discussion. This is the appropriate time to start the discussion. Try to create such an environment.
8. Assure them of the confidentiality of information provided and seek participants' permission to start the discussion.

C. Guide for Note-taker:

*Your key responsibility is to record any and all comments/opinions/responses regarding the following key research issues in detail. You can help the moderator ask any relevant questions in order to elicit out the impressions of the individuals included in the target group about the specific research issues. However, you should not in anyway obstruct the flow of discussion. The best way is to raise your hand if you want to ask a question or remind the moderator that a relevant question has not been asked or needs to be asked or you can pass your question to the moderator written on a small piece of paper(kept near you ready for the purpose). You may also seek clarifications on any response if you did not understand properly or could not record fully or to correct your notes. **Make sure that you record all responses in detail and verbatim as far as possible. Responses must be recorded and fine-tuned in such a way that those can be uses as 'quotable quotes'.** You or the moderator can 'probe', but can never 'lead' the respondents to answer in your own words. After getting each response try to help the moderator to retell the responses once again clearly and audibly in order to make sure that you record correctly. After the discussion is over, help summarize the responses in order to get the participants' approval. Also note down the participants' category, names and ages after the discussion is over.*

Research Issue-01: Knowledge and Perception Regarding Public Procurement Rules (PPR-2008)

Probable Questions to Ask:

1. Are you in anyway involved in Procuring (supplying/ providing services/ implementing activities) at government – primate level?
Yes [] No []
 - If yes, what type of activities do you do?
 - How long have you been involved (in years/months)?
 - Which agencies do you work with?
2. What system or rules do you have to follow in submitting tenders?
3. Have you ever heard about Public Procurement Act-2006 and Public Procurement Rules-2008?
 - How and when did you hear about this?
 - What are the main features of Public Procurement Rules-2008?
4. What are the changes brought about through reforms of Public Procurement Rules-2008? Mention elaborately.
5. What is your general perception about the PPR? Why do you think so?

[Probe but don't prompt. There should be multiple answers. Check out appropriate boxes to show what the participants say.]

- Good Yes [] No []
- Useful..... Yes [] No []
- Following rules, bidding, evaluation and giving work order become easier..... Yes [] No []
- Transparent..... Yes [] No []
- Less time consuming..... Yes [] No []
- Bureaucratic complications have reduced Yes [] No []
- Not at all necessary..... Yes [] No []
- It is hard to understand PPR Yes [] No []
- Highly bureaucratic..... Yes [] No []
- Hard to follow..... Yes [] No []
- It is a long process..... Yes [] No []
- **Others (Specify)**

Research Issue-02: Practice Regarding Implementation of PPR System

Probable Questions to Ask:

1. Have you submitted any tender in public procurement process by following Public Procurement Rules-2008?
 2. Why have you submitted tender?
 3. How did you know about submitting tender?
 4. What was the process of selecting contractor?
 5. How is your experience in participating in bidding process by following Public Procurement Rules-2008 (Good/positive, Not-good/negative)?
 - What are the reasons of this experience?
 - Is it due to the PPR or due to any other reason?
 - Were these experiences before reforms of PPR?
 6. How do you know about procurement of certain goods or services?
-

-
7. Do you find any gap of information in how you get information about procurement of goods and services?
 8. What informational gaps do you or others find?
 9. What problems do you have to face in following the process of procurement?
 10. How can these problems be solved?

Research Issue-03: Information Needs

Probable Questions to Ask:

1. Who according to you need to know well about PPR?
[Probe but don't prompt. There should be multiple answers. Check out appropriate boxes to show what the participants say.]
 - Parliament member (MP)/Minister - 1
 - Policy makers/gatekeepers/Stakeholder - 2
 - Upazila /Pourashava /Municipality chairmen - 3
 - Development partners/ donor agencies - 4
 - Members of business chambers-5
 - Bidders - 6
 - Civil societies - 7
 - Procurement officials - 8
 - Audit officials – 9
 - Heads of NGOs - 10
 - Media professionals -11
 - Legal Aid Agency – 12
 - Academicians/Professors - 13
 - Student Leaders – 14
 - General public – 15
2. What specific information do they need?
[Probe but don't prompt. There should be multiple answers. Check out what the participants say.]
 - Why is it important to know about PPR – 1
 - Access to total document – 2
 - How to initiate the bidding process by the relevant GOB authority – 3
 - Easy understandability bidding process - 4
 - Guideline to follow for bidders – 5
 - Guideline on PPR for all stakeholders - 6
 - Abridged version of PPR in Bangla and English – 7
 - Roles and responsibilities of members of civil societies, media, legal aid agency, general public– 8
 - Basic information about training, orientation, workshops, various communication materials and media - 9
 - **[Others, Specify] - 99**

Research Issue-04: Communication Barriers
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Probable Questions to Ask:

1. Do you think you or your colleagues have adequate knowledge about Public Procurement Rules? If they do not have, why don't they?
-

-
2. From what sources can you know about PPR?
 3. What barriers or problems do you face for knowing about PPR? How can these be solved?
 4. Can training on PPR help minimize the barriers?
 5. What areas should be included in the training?
 6. How long should the training be?
 7. Have you received any training on PPR? If yes, where, by whom and when have you received the training?
 8. What were the areas included in the training you had received?
 9. How long was the training?
 10. Do you think the training you had received was useful/effective for you?
 - If yes, how?
 - If no, why not?

Research Issue-05: Existing Communication Activities

[The respondents can be given ideas, if they do not have any about communication programs and materials]

Probable Questions to Ask:

1. What communication program or interventions (training, workshop, seminar, talk show, advertisement, etc.) are currently being implemented to promote public procurement rules and tender process?
 - Type of activities:
 - Type of communication materials (what materials have been used in the programs mentioned above):
 - Implementers of interventions:

Which ones of the above mentioned interventions are most effective and why?

2. Have you ever participated in any PPR or tender related campaign activities? If yes, what activities have you participated in? Who organized those?
3. What types of communication programs/interventions on PPR and tender exist for the stakeholders?
 - For policymakers:
 - For procuring entity:
 - For bidders/business community:
 - For Civil Society:
 - For media:
 - For general population:

Research Issue-6: Suggestions for Communication
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[The respondents can be given ideas, if they do not have any about communication programs and materials]

1. Do you think the procuring entities, bidders, and others concerned have appropriate knowledge about PPR? Yes [] No []
 - If no, why?
 2. Do you think any special communication or social mobilization activities need to be taken to popularize and implement the PPR?

If yes, what types of programs should be undertaken?
-

3. What special communication interventions will you suggest for the target audiences below?

Target Audiences	Communication Interventions (such as: social mobilization / communication or campaign)
Policymakers:	
MP / Ministers:	
Development and Donor agencies:	
Procuring Entities:	
Bidders/Business Community:	
Civil Society:	
Media:	
General Public:	

[Fill out the format given below question number 6 for answers to questions 4 to 6]

4. What communication materials, such as poster, brochure, leaflet etc. do you think are needed to popularize and implement the PPR?
5. What communication media would you suggest to use?
6. What messages/information do you think are needed to get across? (arrange according to suggested materials)

Materials	Message/Information	Media

7. We are going to start a wide scale communication campaign to popularize PPR. Use of what illustration or picture and what message or slogan will make the proposed campaign expedient, easy and effectively successful, you think?

Visual concepts:

Message/words/slogan concepts:

Thank you very much for giving us time!

**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)**

Guideline for FGD with General Public, Students

For Bangladesh Center for Communication Programs (BCCP)

**Development Support Link (DSL)
House # 14, Road # 32 (Old)
Email: dsl.rtc@gmail.com**

Guideline for FGD with General Public, Students

Introduction to and Consent about FGD:

Asalamu alaikum! I am and he is , my colleague. We work for Development Support Link (DSL), a research agency in Dhaka. Are you all doing fine? Surely you are. We are here from Dhaka for discussing certain very important issues with you for a study to be conducted for Bangladesh Center for Communication Programs (BCCP), Dhaka, Bangladesh. Now let us be introduced with you. We have already told our names. Let us now know your names, ages, and other information. The proposed **Opinion Research Study** aims to gather information about existing communication efforts, need for new interventions, and environment related to public procurement system etc. and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, bidders, media, civil society members and general population regarding reforms of public procurement system. This is expected to play an important role in formulating an effective campaign strategy. Therefore, since you are an important group of population, we want to have a thorough discussion with you. We hope that you will give us some time for the discussion. We assure you that the information you will provide will not made public, this will only be used for research purpose. So you understand that we will discuss with important groups of people in the society. You are included in one such group. We are assuring you that the information you give will be kept confidential.

Your ideas and recommendations are very important to us. There is nothing wrong or right in what you say, everything is equally important to us. We are hoping that you will participate in this discussion to be completed in 30-40 minutes. It depends absolutely on you whether you will participate or not in this discussion. Will you give us some time for the discussion? We hope you will. We are expecting your opinion and cooperation.

Do you want to know more about the discussion? So can we start now?

I have read out totally the above consent note on the objectives and confidentiality of information to the participants before participating in the discussion. They have / have not given their consent to participate in the discussion at their own will.

Given consent to participate: ...[] Have not given consent to participate: ...[]

Moderator's Signature: **Note-Taker' signature:**

Note- taker: Please tick out the Target Group participating in the FGD in the table below:

Target Audience:

Date of Discussion:

Venue/Place of Discussion:

Division:

District:

Porashava/Municipality/Upazila:

A. Guide for Moderator:

We need to know about the following key research issues in detail. You can ask any relevant questions in order to elicit out the impressions of the individuals included in the target group about the specific research issues. What questions you will ask to get an insight into the key issue depends solely on you. However, you have to ask those questions that you feel are necessary to in cognizance of perspective and situation and deciding instantaneously. For your convenience, certain relevant questions have been framed and provided below each key research issue. If necessary, you can ask questions following the pattern of questions provided. But remember, you have to elicit out individual and group ideas about the key research issues in detail. As far as possible, try to bring out audiences' responses verbatim. You can 'probe', but never 'lead' the respondents to answer in your own words. After getting each response try to retell the response once again clearly and audibly in order to make sure that the note-taker records correctly. After the discussion is over, summarize the responses in order to get the participants' approval and to help the note-taker see if he has written the participants' comments correctly for the second time. The note-taker's help can be taken while summarizing the audiences' responses.

B. Various Steps of Techniques the Moderator will Adopt

1. Arrange the participants to sit comfortably in "U" shape so that the participants, moderator, and note-takers can see each other's faces.
2. Develop a congenial relationship with the participants by means of exchanging greetings mutual introduction.
3. Explain openly the objectives and purpose of group discussion;
4. Explain the main theme of discussion.
5. Explain what the participants will actually have to do.
6. While explaining the process of exercise and the importance of information, tell the participants that you will ask them some questions and the participants will discuss the issues among themselves spontaneously and give you consensus views. The participants will first give individual views and then they will come up with consensus views. There may be different views on the same issue from the group. The note-taker will record them all and verbatim. The moderator will explain any questions asked by the participants.
7. The moderator will assess if the participants are prepared to discuss. It is expected that as soon as the participants will understand well, they will quickly be interested to participate in the discussion. This is the appropriate time to start the discussion. Try to create such an environment.
8. Assure them of the confidentiality of information provided and seek participants' permission to start the discussion.

C. Guide for Note-taker:

*Your key responsibility is to record any and all comments/opinions/responses regarding the following key research issues in detail. You can help the moderator ask any relevant questions in order to elicit out the impressions of the individuals included in the target group about the specific research issues. However, you should not in anyway obstruct the flow of discussion. The best way is to raise your hand if you want to ask a question or remind the moderator that a relevant question has not been asked or needs to be asked or you can pass your question to the moderator written on a small piece of paper(kept near you ready for the purpose). You may also seek clarifications on any response if you did not understand properly or could not record fully or to correct your notes. **Make sure that you record all responses in detail and verbatim as far as possible. Responses must be recorded and fine-tuned in such a way that those can be uses as 'quotable quotes'.** You or the moderator can 'probe', but can never 'lead' the respondents to answer in your own words. After getting each response try to help the moderator to retell the responses once again clearly and audibly in order to make sure that you record correctly. After the discussion is over, help summarize the responses in order to get the participants' approval. Also note down the participants' category, names and ages after the discussion is over.*

Probable Questions to Ask:

1. As you can notice, development activities (construction and repairing of roads, electricity and water supply, construction and repairing of government buildings etc.) are being implemented in all parts of the country round the year. Do you know who/what agencies do those activities?
2. Do you know the process of how these work orders are given by government or how a contractor gets these jobs?
3. Have you ever heard of any government procurement / purchase rules governing the process?
4. Do you know what the rules are known or called?
5. How/from which source did you know about the rules?
6. Are you in anyway involved in process?
7. If yes, in what capacity?
8. How long have you been involved (in years/months)?
9. Do you face any type of problem in this process? If yes, explain.
10. Do you have any idea about the amounts of money allocated or spent on different government works?
11. How do/did you know about these?
12. Do you think you should have knowledge about these?
13. Why do you think you should have knowledge about these?
14. How can you be informed?
15. Are the government works, such as: construction and repairing of roads, earthen roads, bridge, culvert, embankment and others, being implemented with quality? Elaborate.
16. If you haven't heard about the public procurement rules or guidelines, do you think that you should know the rules? Why do you think so?

[The respondents can be given ideas, if they do not have any about communication programs and materials]

17. How (by using what interventions, materials and media) can you be informed?
18. What information should be disseminated for you?
19. Do you think that transparency and accountability in public procurement will be strengthened, if you have knowledge about government purchase rules or acts? Why do you think so?
20. Have you ever observed any type of communication activities implemented by any organization in order to popularize PPR/tender dropping?
21. What are those? Who implemented those?
22. On what areas do you want to get information specifically through the communication interventions?

[Fill out the format given below question number 25 for answers to questions 23 to 25]

23. What communication materials (such as: newspaper, TV, radio, poster, brochure, leaflet etc.) do you think are needed to popularize and implement the PPR?
-

- 24. What messages / information do you want to see in the suggested materials (arrange according to suggested materials)?
- 25. What communication media would you suggest to use in order to popularize and implement the PPR?

Materials	Message / Information	Media

- 26. We are going to start a wide scale communication campaign to popularize PPR. Use of what illustration or picture and what message or slogan will make the proposed campaign expedient, easy and effectively successful, you think?

Visual concepts:

- 1
- 2
- 3
- 4
- 5
- 6

Message/words/slogan concepts:

- 1
- 2
- 3
- 4
- 5
- 6

Only for Students:

- 27. According to you what kind of involvement the students may have with regard to government procurement system or tender dropping? Why do you think so?
- 28. What are your suggestions for implementation of government procurement system legally and appropriately?
- 29. What are the major obstacles/barriers in this regard?
- 30. What are the ways to solve those?

Thank you very much for giving us time!



**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)**

Key Informant Interviews with:

- **Policy Makers and Gate Keepers/Stakeholders**
- **Parliamentarian (Present and Ex.), Parliamentary Procurement Committee Members**
- **Development Partners (WB, ADB, IMF, DFID, CIDA/EU, etc.)**
- **Members of Business Chamber**
- **Academicians/Professors**
- **Upazila/Pourasava/Municipality Chairmen**

For Bangladesh Center for Communications Program (BCCP)

**Development Support Link DSL
House # 14, Road # 32 (Old)
Email: dsl.rtc@gmail.com**

Introduction and consent about the interview

Asalamu Alaikum!

I am I am working in Development Support Link (DSL), a social research agency, located in Dhaka. We have come to you for interviewing you for a research study we have presently undertaken for BCCP, a pioneering communication agency. The main purpose of this research is to gather information about existing communication efforts, needs for new interventions, and environment related to public procurement system etc; and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, bidders, media, civil society members and general population regarding **reform of public procurement rules**.

I hope that you will participate in this study by giving us an interview. Future communication planning about how to better inform concerned people about the rules and regulations that have been included in the revised public procurement document and how concerned quarters should change their behavior according to the changes. Your valuable ideas will be highly necessary to design the communication plan. It will take approximately 30 - 40 minutes to complete the interview. Information provided by you will be kept confidential and will be used only for research purpose. It is absolutely your discretion whether you will agree or not to be interviewed. You can refuse to answer any or all the questions.

I have read the consent form before this interviewer. The respondent has agreed/not-agreed to participate in the survey.

Do you want to know anything else about this survey? So, can we start the interview now?

Agreed to give interview.....01

Did not agree to give interview.....02

Name of the respondent:

Signature of Interviewer:

Designation:

Date of interview:

Place:

Division:

District:

Pourashava/Municipality/Upazila:

A. Perception and perception regarding PPR-2008

- 101 Please explain in brief what you know about Public Procurement Act-2006.
- 102 Please explain in brief what you know about Public Procurement Rules-2008
- 103 Are you in anyway involved in Public Procurement System? Yes [] No []
- 104 If yes, how? What kind of activities are you involved in?
- 105 How long have you been involved (in years/months)?

106	What are your general perceptions about the PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by putting ticking appropriate numbers.]		
a.	Good	Yes 1 No 2	
b.	Useful	Yes 1 No 2	
c.	Following rules, bidding, evaluation and giving work order have become easier	Yes 1 No 2	
d.	Transparent	Yes 1 No 2	
e.	Takes less time	Yes 1 No 2	
f.	Bureaucratic complications have reduced	Yes 1 No 2	
g.	Not at all necessary	Yes 1 No 2	
h.	Hard to understand PPR	Yes 1 No 2	
i.	It is very much bureaucratic	Yes 1 No 2	
j.	Hard to follow	Yes 1 No 2	
k.	It's process is long	Yes 1 No 2	
l.	Other (Specify)	Yes 1 No 2	

- 108. What process is usually followed in public procurement (starting from advertisement till passage of the work-order)? [Elaborate]
- 109 What are the changes brought about through reforming PPR?
- 110 What are your general ideas about the changes? Why do you have such ideas?

B. Practice regarding Implementation of PPR System

- 201 Do you or your organization anyway follow/use PPR in its implementation process? If yes, why do you use this?
- 202 What are your experiences about following PPR (good/positive; bad/negative)? What are the reasons of this idea?
- 203 Are the experiences due to PPR or some other reasons?
- 204 Were these experiences present before the PPR?
- 205 Do you think that PPR is being appropriately followed in present public procurement system? If yes, how much it is being followed? What are its impacts?
- 206 If no, why is this not being followed, you think? How can this be implemented?
- 207 Were the changes or the reforms necessary in the Public Procurement Rules?
- 208 Why were the changes necessary/not necessary?

C. Information Needs

301	Who according to you need to know well about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Parliament members/Ministers	..... 1	
b.	Policy makers/ gatekeepers/ stakeholders	..... 2	
c.	Upazila/Pourasava/Municipality Chairmen	..... 3	
d.	Development partners/ donor agencies	..... 4	
e.	Members of business chambers	..... 5	
f.	Bidders	..... 6	
g.	Civil society members	..... 7	
h.	Procurement officials	..... 8	
i.	Audit officials	..... 9	
j.	NGO chiefs	..... 10	
k.	Mass media professionals	..... 11	
l.	Legal aid providers	..... 12	
m.	Academicians/Professors	..... 13	
n.	Student leaders	..... 14	
o.	Members of general public	..... 15	
p.	Any other (specify)	..... 99	
302	What specific information do they need? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Why is it important to know about PPR	..... 1	
b.	Access to total document	..... 2	
c.	How to initiate the bidding process by the relevant GOB authority	..... 3	
d.	Easy comprehension of the bidding process	..... 4	
e.	Guideline to follow for bidders	..... 5	
f.	Guideline on PPR for all stakeholders	..... 6	
g.	Abridged version of PPR in Bangla and English	..... 7	
h.	Roles and responsibilities of members of civil societies, media, legal aid agency, general public	..... 8	
i.	Basic information about training, orientation, workshops, various communication materials	..... 9	
j.	Any other (specify)	..... 99	

D. Communication Barriers

- 401 Do you think you have adequate knowledge about PPR? If you do not have, why don't you?
- 402 Do you think PPR related professionals and various stakeholders have appropriate and necessary knowledge about PPR? If not, why do they not have, you think? Fill out the format below:



Professionals and others	Reasons for not having knowledge	What type of incomplete and wrong idea do they have
Policy makers		
Goods and service procuring agency		
Bidder/contractor		
Journalist/media professional		
Youth/student		
Audit		
Local government leaders		
Intellectual/academician		
Civil society		
General public		
Other (specify)		

403 What challenges do you and concerned people face in having awareness about PPR?

Concerned people	Challenges faced
You yourself	
Procurement agency	
Bidder	
Civil society	
Journalist	
Other (specify)	

404 How can these be eliminated?

405 Can training on PPR help minimize the barriers?

406 Who according you provide training on PPR? On what areas do they provide training?

E. Existing Communication Activities

[The respondents may be given some idea, if they do not have any idea about communication program and materials]

501 What communication program or interventions (newspaper report, article, training, workshop, seminar, TV talk-show, advertisement etc.) are currently being implemented to promote public procurement system?

- Type of program:
- Type of communication materials (communication materials used in the programs mentioned above):
- Implementers of interventions:

502 What among the cited programs are effective and why?

503 Have you ever participated in any of the programs? If yes, which programs have you participated in?

504 What type of communication programs are presently being implemented for the stakeholders?

- For policymakers:
- For procuring entities:
- For bidders/business community:
- For Civil Society:
- For media:
- For general public:

F. Communication Activities Needed

601 Do you think any special programs (for example: social mobilization / communication or campaign) need to be undertaken to popularize and implement the PPR? If yes, what types of programs should be undertaken for the target audiences below?

Target Audiences	Programs (for example: social mobilization/communication or campaign)
For policymakers:	
For procuring entities:	
For bidders/business community:	
For Civil Society:	
For media:	
For general public:	

[Fill out the format given below question number 604 for answers to question number 602 to 604]

602 What types of communication materials (such as, brochure, newspaper report, discussion, leaflet, poster, sticker etc.) would be necessary according to you to popularize and implement the PPR?

603 What communication media would you suggest to use to popularize and implement the PPR?

604 What messages/information do you want to see in the materials? [organize by materials]

Materials	Messages / information	Media

605 We are going to start an extensive communication campaign to popularize PPR.

606 Use of what illustrations/photographs and messages or slogans do you think will make the proposed campaign expedient, easier and effectively successful?

Visual concepts:

- 1
- 2
- 3
- 4
- 5
- 6

Message/words/slogan concepts:

- 1
- 2
- 3
- 4
- 5
- 6

Thank you very much for giving us time!



**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)**

Structured Questionnaire for In-depth Interviews with Bidders

- **Large Tenderer (International, BACI, BASE)**
- **Medium Tenderer**
- **Small Tenderer**

For Bangladesh Center for Communication Programs (BCCP)

**Development Support Link DSL
House # 14, Road # 32 (Old)
Email: dsl.rtc@gmail.com**

Introduction and consent about the interview

As-salamu Alaikum!

I am I am working in Development Support Link (DSL), a social research agency, located in Dhaka. We have come to you for interviewing you for a research study we have presently undertaken for BCCP, a pioneering communication agency. The main purpose of this research is to gather information about existing communication efforts, needs for new interventions, and environment related to public procurement system etc; and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, bidders, media, civil society members and general population regarding **reform of public procurement system**.

I hope that you will participate in this study by giving us an interview. Future communication planning about how to better inform concerned people about the rules and regulations that have been included in the revised public procurement document and how concerned quarters should change their behavior according to the changes. Your valuable ideas will be highly necessary to design the communication plan. It will take approximately 30 - 40 minutes to complete the interview. Information provided by you will be kept confidential and will be used only for research purpose. It is absolutely your discretion whether you will agree or not to be interviewed. You can refuse to answer any or all the questions.

I have read the consent form before this interviewer. The respondent has agreed/not-agreed to participate in the survey.

Do you want to know anything else about this survey? So, can we start the interview now?

Agreed to give interview.....01

Did not agree to give interview.....02

Identification Number: I I I I I

Interview starting time	Interview ending time
Name of respondent:	Agency:
Division and District:	Designation:
City Corporation: Municipality: Upazila:	Category:
Education:	Occupation:
Interviewer:	Date of Interview:

A. Knowledge and perception regarding PPR-2008

101	Do you supply/provide services/perform activities at public/non-government level?	Yes 1 No 2	>> 105
102	How long have you been working?		
	• 6-12 months	..... 1	
	• 2-3 years	..... 2	
	• 4-5 years	..... 3	
	• Over 5 years	..... 4	
a.	Which organizations do you work with? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• R&H	..... 1	
	• LGED	..... 2	
	• WASA	..... 3	
	• PDB	..... 4	
	• Education	..... 5	
	• Family Planning	..... 6	
	• Health	..... 7	
	• WDB	..... 8	
	• Other (specify)	.....99	
103	Have you ever heard about:		
	• PPA 2006	Yes 1 No 2	
	• PPR 2008?	Yes 1 No 2	
	• Website	..... 1	
	• Office	..... 2	
	• Training	..... 3	
	• Newspaper	..... 4	
	• Meeting/workshop	..... 5	
	• Other (specify)	.....99	
105	What are the key features of PPR 2008	..... 1 2 3 4 5 6	
106	What are your general perceptions about the PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by putting ticking appropriate numbers.]		
a.	Good	Yes 1 No 2	
b.	Useful	Yes 1 No 2	
c.	Following rules, bidding, evaluation and giving work order become easier	Yes 1 No 2	

d.	Transparent	Yes 1 No 2	
e.	Takes less time	Yes 1 No 2	
f.	Bureaucratic complications have reduced	Yes 1 No 2	
g.	Not at all necessary	Yes 1 No 2	
h.	Hard to understand PPR	Yes 1 No 2	
i.	It is very much bureaucratic	Yes 1 No 2	
j.	Hard to follow	Yes 1 No 2	
k.	It's process is long	Yes 1 No 2	
l.	Other (Specify)	Yes 1 No 2	
107	What are the changes brought about through reforming PPR?		
	▪ Security money has hiked to 10% in place of 1%	..... 1	
	▪ No requirement of experience for large work, for small work there is	..... 2	
	▪ Following rules has been made mandatory	..... 3	
	▪ Authority has been made responsible if work order cannot be given in 3 months	..... 4	
	▪ Authority can select appropriate tenderer from a small number of bidders	..... 5	
	▪ All agencies must follow PPR	..... 6	
	▪ Tender for over 1 crore Taka must be posted to website	..... 7	
	▪ Honorarium has been initiated for opening tenders	..... 8	
	▪ Single dropping center starts in place of multiple centers	..... 9	
	▪ Evaluation Committee has be formed	.....10	
	▪ There is arrangement of pre-tender meeting	.....11	
	▪ Tenders are opened in presence of outside people	.....12	
	▪ Basically there is no change	.....13	
	▪ Don't know the changes / cannot say	.....14	
	▪ Other (specify)	.....99	
108	Are the changes brought about through reforming the PPR:		>>
a.	Effective?	Yes 1 No 2	

b.	Easy to understand?	Yes	1	
		No	2	
c.	Transparent?	Yes	1	
		No	2	
d.	User-friendly?	Yes	1	
		No	2	

B. Practice regarding Implementation of PPR-2008

201	Have you ever submitted any tender by following PPR in public procurement process?	Yes	1	>>
		No	2	
202	How did you know about submitting tender?			
	From website	.....	1	
	From concerned office	.....	2	
	From newspaper advertisement	.....	3	
	From other fellow bidder	.....	4	
	Other (specify)	.....	99	
203	How have you submitted the tender (process of submission)?	.....	1	
		.....	2	
		.....	3	
		.....	4	
		.....	5	
		.....	6	
204	What was the process of selecting the contractor?	.....	1	
		.....	2	
		.....	3	
		.....	4	
		.....	5	
		.....	6	
205	What is your experience of winning the bid or working following the PPR:			
a.	Good/positive	Yes	1	
		No	2	
b.	Not good/Negative	Yes	1	
		No	2	
c.	There is both good and negative	Yes	1	
		No	2	
206	Why good/not good? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by putting ticking appropriate numbers.]			
206a	Good, because:			
	▪ This is usable	.....	1	
	▪ It has become easier to follow rules	.....	2	
	▪ This is transparent	.....	3	
	▪ It takes less time	.....	4	
	▪ Bureaucratic complications have reduced	.....	5	
	• Other (specify)	.....	99	

206b	Not good, because:			
	▪ Takes more time		..... 1	
	▪ Not at all needed		..... 2	
	▪ It is hard to understand PPR		..... 3	
	▪ Very much bureaucratic		..... 4	
	• Other (specify)		.....99	
207	Do you find any gap in information about procurement of specific goods or services?		Yes 1 No 2	>>209
208a	If yes, what type of informational gaps do you find? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by putting ticking appropriate numbers.]			
	▪ Rules are unclear		..... 1	
	▪ It is not easily understandable what to do		..... 2	
	▪ Full information is not available		..... 3	
	▪ Information not available in website		..... 4	
	▪ No opportunity to surf website		..... 5	
	▪ Other (specify)		..... 99	
208b	How do you or how can these gaps be filled in? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]			
	▪ Reading the gazette		..... 1	
	▪ Contacting CPTU		..... 2	
	▪ Surfing the website		..... 3	
	▪ Contacting other bidders		..... 4	
	▪ Other (specify)		.....99	
209	Do you face any problems in following the process of procurement?		Yes..... 1 No..... 2	>>301
210	If yes, what problems do you face? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]			
	Tenderers of distant locations face problem as there is only one dropping center		..... 1	
	No scope to surf website		..... 2	
	Illogical quote rate		..... 3	
	If the lowest bidder gets cancelled, he submits application to the authority. As a result, it takes a long time		..... 4	
	Hard binding on time limit		.....5	
	Pressure from policy makers / outsiders		..... 6	
	Most of the GOB officials do not understand PPR		..... 7	
	It takes longer to understand new PPR		..... 8	

	Some powerful organizations do not follow rules		..... 9	
	The lingering of the Evaluation Committee is a big barrier		.....10	
	It is problematic to follow PPR during emergency		.....11	
	The binding of 10% security money is very high for the small bidders		.....12	
	Annual ceiling of work is very high		.....13	
	Other (specify)		.....99	
211	How can these problems be solved? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]			
	By providing continuous training on PPR to the contractors and members of procuring entities		..... 1	
	Providing orientation to the political leaders and concerned local government officials		..... 2	
	It is necessary initiate communication campaign to popularize / introduce PPR		..... 3	
	Translating PPR and other relevant documents in Bangla and distributing those		..... 4	
	Developing the guidelines to follow in brief		.....5	
	Publishing all changes brought about in the PPR together		..... 6	
	Making civil society and others aware about PPR		..... 7	
	Giving thorough orientation to media about PPR		..... 8	
	Other (specify)		.....99	

C. Information Needs

301	Who according to you need to know well about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]			
a.	Parliament members/Ministers		..... 1	
b.	Policy makers/ gatekeepers/ stakeholders		..... 2	
c.	Upazila/Pourasava/Municipality Chairmen		..... 3	
d.	Development partners/ donor agencies		..... 4	
e.	Members of business chambers		..... 5	
f.	Bidders		..... 6	
g.	Civil society members		..... 7	
h.	Procurement officials		..... 8	

i.	Audit officials	.....	9
j.	NGO chiefs	.....	10
k.	Mass media professionals	.....	11
l.	Legal aid providers	.....	12
m.	Academicians/Professors	.....	13
n.	Student leaders	.....	14
o.	Members of general public	.....	15
p.	Any other (specify)	.....	99
302	What specific information do they need? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Why is it important to know about PPR	.....	1
b.	Access to total document	.....	2
c.	How to initiate the bidding process by the relevant GOB authority	.....	3
d.	Easy comprehension of the bidding process	.....	4
e.	Guideline to follow for bidders	.....	5
f.	Guideline on PPR for all stakeholders	.....	6
g.	Abridged version of PPR in Bangla and English	.....	7
h.	Roles and responsibilities of members of civil societies, media, legal aid agency, general public	.....	8
i.	Basic information about training, orientation, workshops, various communication materials	.....	9
j.	Any other (specify)	.....	99

D.	Communication Barriers [The respondents can be given idea about communication interventions/programs and materials, if they do not have any]		
401	Do you think that you or your colleagues have adequate knowledge about PPR?	Yes	1
		No	2
402	What are the sources of your knowledge about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• Newspaper	.....	1
	• Training	.....	2
	• TV / Radio	.....	3
	• Website	.....	4
	• Office circular	.....	5
	• Bangla gazette on PPR	.....	6
	• Workshop/Seminar	.....	7
	• Other (specify)	.....	99
403	Do you face any barriers in having awareness about PPR?	Yes	1
		No	2
			>>406

403a	What kind of barriers or problems do you face in having awareness about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• The PPR document is very large	..... 1	
	• PPR is not easily understandable	..... 2	
	• There is almost no publicity	..... 3	
	• This is not very much discussed	..... 4	
	• The book on PPR is not easily accessible	..... 5	
	• Other (specify)	.....99	
404	How can these barriers be solved? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• Through providing training	..... 1	
	• Through lot of publicity	..... 2	
	• Distributing poster/leaflet	..... 3	
	• Publishing rules and regulations in brief and making those easily available	..... 4	
	• Other (specify)	.....99	
405	Can training on PPR minimize the barriers?	Yes 1 No 2	
406	Have you received any training on PPR?	Yes 1 No..... 2	>>
407	Do you think that the training you have received have been useful or effective to you?	Yes 1 No 2	
408	Has any of your colleagues received any PPR related training?	Yes 1 No 2	

E.	Existing Communication Activities [The respondents can be given idea about communication interventions/programs and materials, if they do not have any]		
501	What communication program or interventions are currently being implemented to promote public procurement system? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Type of activities:		
	• CPTU website	..... 1	
	• CPTU calendar	..... 2	
	• Bengali PPR Gazette	..... 3	
	• PPR document	..... 4	
	• PPR related training	..... 5	
	• TV talk show	..... 6	
	• Workshop/seminar	..... 7	

	<ul style="list-style-type: none"> • Publishing feature in newspaper		..... 8	
	<ul style="list-style-type: none"> • Training of media staff		..... 9	
	<ul style="list-style-type: none"> • Staff orientation		..... 10	
	<ul style="list-style-type: none"> • Office circular		..... 11	
	<ul style="list-style-type: none"> • Discussion with journalists and policy makers		..... 12	
	<ul style="list-style-type: none"> • Other (specify)		..... 99	
b.	Type of communication materials used in the above communication interventions?			
	<ul style="list-style-type: none"> • Calendar		..... 1	
	<ul style="list-style-type: none"> • PPA gazette		..... 2	
	<ul style="list-style-type: none"> • PPR document		..... 3	
	<ul style="list-style-type: none"> • Training manual		..... 4	
	<ul style="list-style-type: none"> • Other (Specify)		.....99	
c.	Implementers of interventions: CPTU		..... 1 2 3 4 5 6	
502	Which of the above activities appeared most effective to you? (Indicate by ticking the appropriate number from the answers of 501a.)		..... 1 2 3 4 5 6	>>
503	Have you ever participated in any PPR related promotional activities?	Yes	1	
		No	2	
503a	If yes, what activities have you participated in?		..... 1 2 3 4 5 6	

F.	Communication Activities Needed			
601	Do you think that various stakeholders (procuring agencies, bidders, etc.) have appropriate knowledge about PPR?	Yes	1	>>
		No	2	
602	If not, why? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]			
	<ul style="list-style-type: none"> • Lack of training		..... 1	
	<ul style="list-style-type: none"> • There is almost no communication interventions for popularizing PPR		..... 2	
	<ul style="list-style-type: none"> • The PPR document is very large		..... 3	

	<ul style="list-style-type: none"> • Not easily understandable	..... 4	
	<ul style="list-style-type: none"> • There is no easily understandable communication materials	.....5	
	<ul style="list-style-type: none"> • Other (specify)	.....99	
603	Do you think any special communication campaign is needed to popularize and implement the PPR?	Yes 1 No 2	>>
604	What special communication interventions will you suggest for the following stakeholders?		
a.	For policymakers:		
	Orientation	..... 1	
	Publicity	..... 2	
	Poster	..... 3	
	Leaflet	..... 4	
	Brochure	..... 5	
	Pocketbook	..... 6	
	Guideline for filling out tender and submitting it	..... 7	
	Billboard	..... 8	
	Sticker	..... 9	
	TV/Radio commercial	..... 10	
	TV discussion	..... 11	
	Music video	..... 12	
	Dissemination through newspaper	..... 13	
	Cartoon	..... 14	
	Workshop / Seminar	..... 15	
	Other (specify)	..... 99	
b.	For procuring entity:		
	Continuous training	..... 1	
	Orientation	..... 2	
	Publicity	..... 3	
	Poster	..... 4	
	Leaflet	..... 5	
	Brochure	..... 6	
	Pocketbook	..... 7	
	Guideline for filling out tender and submitting it	..... 8	
	Billboard	..... 9	
	Sticker	.....10	
	TV/Radio commercial	..... 11	
	TV discussion	..... 12	
	Music video	..... 13	
	Dissemination through newspaper	..... 14	
	Cartoon	..... 15	
	Workshop / Seminar	..... 16	
	Other (specify)	..... 99	
c.	For bidders/business community:		
	Orientation	..... 1	
	Publicity	..... 2	
	Poster	..... 3	

	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Billboard	.....	7
	Sticker	.....	8
	TV/Radio commercial	.....	9
	TV discussion	.....	10
	Music video	.....	11
	Dissemination through newspaper	.....	12
	Cartoon	.....	13
	Workshop / Seminar	.....	14
	Other (specify)	.....	99
d.	For Civil Society:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Billboard	.....	7
	Sticker	.....	8
	TV/Radio commercial	.....	9
	TV discussion	.....	10
	Music video	.....	11
	Dissemination through newspaper	.....	12
	Cartoon	.....	13
	Workshop / Seminar	.....	14
	Other (specify)	.....	99
e.	For mass media:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Billboard	.....	7
	Sticker	.....	8
	TV/Radio commercial	.....	9
	TV discussion	.....	10
	Music video	.....	11
	Dissemination through newspaper	.....	12
	Cartoon	.....	13
	Workshop / Seminar	.....	14
	Other (specify)	.....	99
f.	For general public:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Billboard	.....	7
	Sticker	.....	8

	TV/Radio commercial		..... 9	
	TV discussion		..... 10	
	Music video		..... 11	
	Dissemination through newspaper		..... 12	
	Cartoon		..... 13	
	Workshop / Seminar		..... 14	
	Other (specify)		..... 99	
[Fill in the table below question number 607 for recording answers to questions from 605 to 607]				
605	What type of communication materials (such as: poster, brochure, leaflet, etc.) are needed to popularize and implement the PPR, you think?			
606	What messages / information do you want to see in these materials? [Arrange them by suggested materials.]			
607	What communication media would you suggest to use to popularize and implement the PPR?			
	Materials	Message/Information	Media	
608	We are going to start an extensive communication campaign to popularize PPR. Use of what illustrations/photographs and messages or slogans do you think will make the proposed campaign expedient, easier and effectively successful?		Visual concepts: 1 2 3 4 5 6 Message/words/slogan concepts: 1 2 3 4 5 6	

Thank you very much for giving us time!

**Opinion Research Study on
Social Awareness, Campaign and Communication Components (SACC)**

Structured Questionnaire for In-depth Interviews with:

- **Procurement Officials (LGED, REB, RHD, BWDB, Agriculture, Health, FP, NCTB, Forestry, WASA, PDB, PWD, UNO, UE, PIO)**
- **Audit Officials**
- **Heads of NGOs**
- **Media Professionals**
- **Legal Aid Members**
- **Members of Civil societies**

For Bangladesh Center for Communication Programs (BCCP)

**Development Support Link DSL
House # 14, Road # 32 (Old)
Email: dsl.rtc@gmail.com**

Introduction and consent about the interview

As-salamu Alaikum!

I am I am working in Development Support Link (DSL), a social research agency, located in Dhaka. We have come to you for interviewing you for a research study we have presently undertaken for BCCP, a pioneering communication agency. The main purpose of this research is to gather information about existing communication efforts, needs for new interventions, and environment related to public procurement system etc; and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, bidders, media, civil society members and general population regarding **reform of public procurement system**.

I hope that you will participate in this study by giving us an interview. Future communication planning about how to better inform concerned people about the rules and regulations that have been included in the revised public procurement document and how concerned quarters should change their behavior according to the changes. Your valuable ideas will be highly necessary to design the communication plan. It will take approximately 30 - 40 minutes to complete the interview. Information provided by you will be kept confidential and will be used only for research purpose. It is absolutely your discretion whether you will agree or not to be interviewed. You can refuse to answer any or all the questions.

I have read the consent form before this interviewer. The respondent has agreed/not-agreed to participate in the survey.

Do you want to know anything else about this survey? So, can we start the interview now?

Agreed to give interview.....01

Did not agree to give interview.....02

Identification Number: I I I I I

Interview starting time	Interview ending time
Name of respondent:	Agency:
Division and District:	Designation:
City Corporation: Municipality: Upazila:	Category:
Education:	Occupation:
Interviewer:	Date of Interview:

A. Knowledge about Public Procurement Reform of Bangladesh

101	Are you in anyway involved in the procurement of goods and services for your organization?	Yes 1 No 2	>> 105
102	If yes, what type of activities are you involved in?	..... 1 2 3 4 5 6	
103	Have you ever heard about:		
a.	Public Procurement Act (PPA) 2006	Yes 1 No..... 2	
b.	Public Procurement Rules (PPR) 2008	Yes 1 No 2	

B. Perception and attitude regarding PPR 2008

201	What are your general perceptions about the PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Good	Yes 1 No 2	
b.	Useful	Yes 1 No 2	
c.	Due to this, it has become easier to follow the rules, drop bids, conduct evaluation and give work order	Yes 1 No 2	
d.	This is transparent	Yes 1 No 2	
e.	It takes less time	Yes 1 No 2	
f.	Takes more time	Yes 1 No 2	
g.	Bureaucratic complications have reduced	Yes .....1 No .....2	
h.	It is not needed at all	Yes ..... .1 No ..... .2	

i.	It is hard to understand PPR	Yes 1 No .....2	
j..	It is very much bureaucratic	Yes .....1 No .....2	
k.	It is hard to follow all rules	Yes 1 No 2	
l.	It is hard to follow at the emergency period	Yes 1 No 2	
m.	It is hard to follow during emergency	Yes 1 No 2	
n.	It's a long process	Yes 1 No 2	
o.	Other (specify)	..... 99	
202	What are the changes brought about in the PPR-2008 through reforms? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	▪ Security money has hiked to 10% in place of 1%	..... 1	
	▪ No requirement of experience for large work, for small work there is	..... 2	
	▪ Following rules has been made mandatory	..... 3	
	▪ Authority has been made responsible if work order cannot be given in 3 months	..... 4	
	▪ Authority can select appropriate tenderer from a small number of bidders	..... 5	
	▪ All agencies must follow PPR	..... 6	
	▪ Tender for over 1 crore Taka must be posted to website	..... 7	
	▪ Honorarium has been initiated for opening tenders	..... 8	
	▪ Basically there is no change	..... 9	
	▪ Single dropping center starts in place of multiple centers	..... 10	
	▪ Evaluation Committee has be formed	.....11	
	▪ There is arrangement of pre-tender meeting	..... 12	
	▪ Tenders are opened in presence of outside people	.....13	
	▪ Don't know the changes / cannot say	.....14	
	▪ Other (specify)	.....99	
203	Are the changes brought about in the PPR:		

a.	Effective?	Yes 1 No 2	
b.	Easy to understand?	Yes 1 No 2	
c.	Transparent?	Yes 1 No 2	
d.	User-friendly?	Yes 1 No 2	
e.	Accountable?	Yes 1 No 2	

C. Practice regarding Implementation of PPR System

301	Do you anyway use PPR in your work process?	Yes 1 No 2	>>
302	What are the systems you generally follow for public procurement starting from advertisement till passage of the work-order? [Elaborate]	..... 1 2 3 4 5 6	
303	What is your experience in implementing PPR:		
a.	Good/positive	..... 1	
b.	Not good/Negative	..... 1	
c.	Both good and bad are there	..... 1	
304	Why good/why not good? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Good, because:		
	▪ This is usable		
	▪ It has become easier to follow rules		
	▪ This is transparent		
	▪ It takes less time		
	▪ Bureaucratic complications have reduced		
	▪ Other (specify)		
b.	Not good, because:		
	▪ Takes more time		
	▪ Not at all needed		
	▪ It is hard to understand PPR		
	▪ Very much bureaucratic		
	▪ Other (specify)		
305	Do you find any gap of information in the way you get information about procurement specific goods or services?	Yes 1 No 2	>>
305a.	If yes, what type of informational gaps do you find? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		

	▪ Rules are unclear	..... 1	
	▪ It is not easily understandable what to do	..... 2	
	▪ Full information is not available	..... 3	
	▪ Information not available in website	..... 4	
	▪ No opportunity to surf website	..... 5	
	▪ Other (specify)	..... 99	
305b	How would you address these gaps? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	▪ Reading the gazette	..... 1	
	▪ Contacting CPTU	..... 2	
	▪ Surfing the website	..... 3	
	▪ Contacting other bidders	..... 4	
	▪ Other (specify)	.....99	
306	Do you have to face any problems in following the process of procurement?	Yes 1 No 2	
307	If yes, how do you solve these problems? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	Tenderers of distant locations face problem as there is only one dropping center	..... 1	
	No scope to surf website	..... 2	
	Illogical quote rate	..... 3	
	If the lowest bidder gets cancelled, he submits application to the authority. As a result, it takes a long time	..... 4	
	Hard binding on time limit	.....5	
	Pressure from policy makers / outsiders	..... 6	
	Most of the GOB officials do not understand PPR	..... 7	
	It takes longer to understand new PPR	..... 8	
	Some powerful organizations do not follow rules	..... 9	
	The lingering of the Evaluation Committee is a big barrier	.....10	
	It is problematic to follow PPR during emergency	.....11	
	The binding of 10% security money is very high for the small tenderers	.....12	
	Annual ceiling of work is very high	.....13	
	Other (specify)	.....99	

308	How can these problems be solved? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	By providing continuous training on PPR to the contractors and members of procuring entities	..... 1	
	Providing orientation to the political leaders and concerned local government officials	..... 2	
	It is necessary initiate communication campaign to popularize / introduce PPR	..... 3	
	Translating PPR and other relevant documents in Bangla and distributing those	..... 4	
	Developing the guidelines to follow in brief	.....5	
	Publishing all changes brought about in the PPR together	..... 6	
	Other (specify)	.....99	

D. Information Target Population Need

401	Who according to you need to know well about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Parliament members/Ministers	..... 1	
b.	Policy makers/ gatekeepers/ stakeholders	..... 2	
c.	Upazila/Pourasava/Municipality Chairmen	..... 3	
d.	Development partners/ donor agencies	..... 4	
e.	Members of business chambers	..... 5	
f.	Bidders	..... 6	
g.	Civil society members	..... 7	
h.	Procurement officials	..... 8	
i.	Audit officials	..... 9	
j.	NGO chiefs	..... 10	
k.	Mass media professionals	..... 11	
l.	Legal aid providers	..... 12	
m.	Academicians/Professors	..... 13	
n.	Student leaders	..... 14	
o.	Members of general public	..... 15	
p.	Any other (specify)	..... 99	
402	What specific information do they need? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Why is it important to know about PPR	..... 1	
b.	Access to total document	..... 2	
c.	How to initiate the bidding process by the relevant GOB authority	..... 3	
d.	Comprehension of the bidding process	..... 4	

e.	Guideline to follow for bidders	..... 5	
f.	Guideline on PPR for all stakeholders	..... 6	
g.	Abridged version of PPR in Bangla and English	..... 7	
h.	Roles and responsibilities of members of civil societies, media, legal aid agency and general public	..... 8	
i.	Basic information through training, orientation, workshops, various communication materials	..... 9	
j.	Any other (specify)	..... 99	

E. Communication Barriers

501	Do you think that you or your colleagues have adequate knowledge about PPR?	Yes 1 No 2	
502	What are the sources of your knowledge about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• Newspaper	..... 1	
	• Training	..... 2	
	• TV Talk show	..... 3	
	• Website	..... 4	
	• Office circular	..... 5	
	• Bangla gazette on PPR	..... 6	
	• Workshop/Seminar	..... 7	
	• Other (specify)	.....99	
503	Do you face any barriers or problems in having awareness about PPR?	Yes 1 No 2	
504a	What kind of barriers or problems do you face in having awareness about PPR? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• The PPR document is very large	..... 1	
	• PPR is not easily understandable	..... 2	
	• There is almost no publicity	..... 3	
	• This is not very much discussed	..... 4	
	• The book on PPR is not easily accessible	..... 5	
	• Other (specify)	.....99	
504b	How can these barriers or problems be solved? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
	• Through providing training	..... 1	
	• Through lot of publicity	..... 2	

	• Distributing poster/leaflet	..... 3	
	• Publishing rules and regulations in brief and making those easily available	..... 4	
	• Making these easily available to all concerned	..... 5	
	• Other (specify)	.....99	
505	Can training on PPR minimize the barriers?	Yes 1 No 2	
506	Have you received any training on PPR?	Yes 1 No 2	>>509
507	What topics were included in the training you have received?		
	• PPA	..... 1	
	• PPR	..... 2	
	• Process of public purchase/service procurement	..... 3	
	• How to fill in tender form	..... 4	
	• Other (specify)	..... 5	
508	Do you think that the training you have received have been useful or effective to you?	Yes 1 No 2	
509	Has any of your colleagues received any PPR related training?	Yes 1 No 2	

F.	Existing Communication Activities [Respondents can be given idea about communication program and material, if they do not have any prior knowledge]		
601	What communication program or interventions are currently being implemented to promote public procurement system? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	Type of activities:		
	• CPTU website	..... 1	
	• CPTU calendar	..... 2	
	• Bengali PPR Gazette	..... 3	
	• PPR document	..... 4	
	• PPR related training	..... 5	
	• TV talk show	..... 6	
	• Workshop/seminar	..... 7	
	• Publishing feature in newspaper	..... 8	
	• Training of media staff	..... 9	
	• Staff orientation	..... 10	
	• Office circular	..... 11	
	• Discussion with journalists and policy makers	..... 12	
	• Other (specify)	..... 99	
b.	Type of communication materials used in these programs :		
	• Calendar	..... 1	
	• PPA gazette	..... 2	

	• PPR document	..... 3	
	• Training manual	..... 4	
	• Other (Specify)	.....99	
c.	Implementers of interventions:		
	• CPTU	..... 1	
	•	..... 2	
	•	..... 3	
	•	..... 4	
	•	.....99	
602	Which of the above communication interventions are effective you think? [Identify marking the numbers of the answers of question 601a.]	..... 1 2 3 4 5 6	

G. Communication Activities Needed

701	Do you think any special communication activities need to be undertaken to popularize and implement the PPR?	Yes 1 No 2	>>
702	What special communication interventions will you suggest for the following stakeholders? [Probe again and again, but don't read out the options. Answers may be multiple. Identify what the participants say by ticking appropriate numbers.]		
a.	For policymakers:		
	Orientation	..... 1	
	Publicity	..... 2	
	Poster	..... 3	
	Leaflet	..... 4	
	Brochure	..... 5	
	Pocketbook	..... 6	
	Guideline for filling out tender and submitting it	..... 7	
	Billboard	..... 8	
	Sticker	..... 9	
	TV/Radio commercial	..... 10	
	TV discussion	..... 11	
	Music video	..... 12	
	Dissemination through newspaper	..... 13	
	Cartoon	..... 14	
	Workshop / Seminar	..... 15	
	Other (specify)	..... 99	
b.	For procuring entity:		
	Orientation	..... 1	
	Publicity	..... 2	
	Poster	..... 3	
	Leaflet	..... 4	
	Brochure	..... 5	
	Pocketbook	..... 6	
	Guideline for filling out tender and	..... 7	

	submitting it		
	Billboard	.....	8
	Sticker	.....	9
	TV/Radio commercial	.....	10
	TV discussion	.....	11
	Music video	.....	12
	Dissemination through newspaper	.....	13
	Cartoon	.....	14
	Workshop / Seminar	.....	15
	Other (specify)	.....	99
c.	For bidders/business community:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Guideline for filling out tender and submitting it	.....	7
	Billboard	.....	8
	Sticker	.....	9
	TV/Radio commercial	.....	10
	TV discussion	.....	11
	Music video	.....	12
	Dissemination through newspaper	.....	13
	Cartoon	.....	14
	Workshop / Seminar	.....	15
	Other (specify)	.....	99
d.	For Civil Society:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6
	Guideline for filling out tender and submitting it	.....	7
	Billboard	.....	8
	Sticker	.....	9
	TV/Radio commercial	.....	10
	TV discussion	.....	11
	Music video	.....	12
	Dissemination through newspaper	.....	13
	Cartoon	.....	14
	Workshop / Seminar	.....	15
	Other (specify)	.....	99
e.	For mass media:		
	Orientation	.....	1
	Publicity	.....	2
	Poster	.....	3
	Leaflet	.....	4
	Brochure	.....	5
	Pocketbook	.....	6

	Guideline for filling out tender and submitting it	..... 7	
	Billboard	..... 8	
	Sticker	..... 9	
	TV/Radio commercial	..... 10	
	TV discussion	..... 11	
	Music video	..... 12	
	Dissemination through newspaper	..... 13	
	Cartoon	..... 14	
	Workshop / Seminar	..... 15	
	Other (specify)	..... 99	
f.	For general public:		
	Orientation	..... 1	
	Publicity	..... 2	
	Poster	..... 3	
	Leaflet	..... 4	
	Brochure	..... 5	
	Pocketbook	..... 6	
	Guideline for filling out tender and submitting it	..... 7	
	Billboard	..... 8	
	Sticker	..... 9	
	TV/Radio commercial	..... 10	
	TV discussion	..... 11	
	Music video	..... 12	
	Dissemination through newspaper	..... 13	
	Cartoon	..... 14	
	Workshop / Seminar	..... 15	
	Other (specify)	..... 99	
Fill in the format below question number 705 for the answers to the questions from 703 to 705			
703	What kind of communication materials (such as, poster, brochure, leaflet etc.) are needed you think to popularize and implement PPR?		
704	What messages/information do you want to see in these materials? [Organize according to materials]		
705	What communication media will you suggest to use in order to popularize and implement?		
	Materials	Messages/Information	Media
706	We are going to start an extensive communication campaign to popularize PPR. Use of what illustrations/photographs and messages	Visual concepts: 1 2 3	

	or slogans will make the proposed campaign expedient, easier and effectively successful, you think?	..... 4 5 6	
		Message/words/slogan concepts: 1 2 3 4 5 6	

Thank you very much for giving us time!



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1. Bangladesh Country Procurement Assessment Report (CPAR), The World bank, 2002
 2. Bangladesh Gazette, Ministry of Planning, People's Republic of Bangladesh, January, 2008
 3. Project Appraisal Document on a Proposed Credit in the Amount of SDR 15.5 Million (US\$23.6Million Equivalent) to the People's Republic of Bangladesh for a Public Procurement Reform Project II, The World Bank, May, 2007
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Additional Tables

Table-6.1a: Need for special communication campaign to popularize PPR

Campaign needed	Percentage of bidders		
	Large bidder	Medium bidder	Small bidder
Yes	100.0	88.9	100.0
No	0.0	11.1	0.0
Total	100.0	100.0	100.0
N	5	9	8

Table-6.1b: Need for special communication campaign to popularize PPR

Campaign needed	Percentage distribution of respondents					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Yes	100.0	100.0	100.0	100.0	100.0	100.0
No	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
N	88	6	5	14	8	17

Table-6.2a: Suggestions for special communication interventions for the following policy makers

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	100.0	80.0	87.5
Publicity	60.0	50.0	62.5
Poster	20.0	10.0	25.0
Leaflet	20.0	10.0	12.5
Brochure	40.0	10.0	0.0
Pocketbook	20.0	30.0	0.0
Guideline for filling out tender and submitting it	40.0	30.0	0.0
Billboard	0.0	0.0	0.0
Sticker	0.0	10.0	0.0
TV/Radio commercial	20.0	10.0	12.5
TV discussion	40.0	10.0	12.5
Music video	60.0	30.0	0.0
Dissemination through newspaper			
Cartoon	20.0	20.0	37.5
Training	0.0	20.0	0.0
N	5	10	8

Multiple Responses

Table-6.2b: Suggestions for special communication interventions for policy makers

Suggested interventions	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	86.2	80.0	100.0	78.6	100.0	72.2
Publicity	47.1	20.0	40.0	64.3	25.0	22.2
Poster	11.5	0.0	40.0	28.6	25.0	16.7
Leaflet	9.2	0.0	40.0	21.4	12.5	5.6
Brochure	19.5	20.0	0.0	21.4	12.5	11.1
Pocketbook	21.8	20.0	20.0	14.3	12.5	11.1
Guideline for filling out tender and submitting it	28.7	40.0	20.0	28.6	0.0	33.3
Billboard	6.9	0.0	0.0	21.4	0.0	5.6
Sticker	1.1	0.0	20.0	0.0	0.0	0.0
TV/Radio commercial	9.2	0.0	0.0	28.6	37.5	5.6
TV discussion	42.6	40.0	20.0	50.0	50.0	22.2

Music video	3.4	0.0	20.0	0.0	0.0	0.0
Dissemination through newspaper	48.3	20.0	60.0	42.9	25.0	27.8
Cartoon	4.6	0.0	0.0	7.1	12.5	5.6
Workshop / Seminar	59.8	20.0	40.0	64.3	62.5	61.1
Other (brief version of PPR, TV drama, Guide book)	4.6	40.0	20.0	0.0	0.0	11.1
N	87	5	5	14	8	18

Multiple Responses

Table-6.3a: Suggestions for special interventions for procuring entity

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	100.0	70.0	62.5
Publicity	80.0	40.0	25.0
Poster	20.0	50.0	25.0
Leaflet	20.0	10.0	37.5
Brochure	40.0	10.0	12.5
Pocketbook	20.0	10.0	25.0
Guideline for filling out tender and submitting it	20.0	30.0	12.5
Billboard	80.0	60.0	25.0
TV/Radio commercial	0.0	0.0	12.5
TV discussion	0.0	0.0	12.5
Music video			
Dissemination through newspaper	20.0	10.0	12.5
Cartoon	60.0	20.0	12.5
Workshop / Seminar	60.0	20.0	12.5
Other (training)	0.0	0.0	12.5
N	5	10	8

Multiple Responses

Table-6.3b: Suggestions for special interventions for procuring entity

Suggested interventions	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	75.3	83.3	80.0	85.7	87.5	83.3
Publicity	57.3	50.0	40.0	71.4	25.0	55.6
Poster	22.5	0.0	60.0	14.3	25.0	38.9
Leaflet	18.0	16.7	0.0	28.6	0.0	27.8
Brochure	24.7	16.7	20.0	28.6	0.0	16.7
Pocketbook	29.2	50.0	40.0	7.1	37.5	16.7
Guideline for filling out tender and submitting it	55.1	83.3	40.0	50.0	50.0	27.8
Billboard	10.1	0.0	20.0	21.4	12.5	11.1
Sticker	2.2	0.0	20.0	0.0	0.0	0.0
TV/Radio commercial	7.9	0.0	20.0	14.3	25.0	11.1
TV discussion	22.5	50.0	40.0	50.0	75.0	27.8
Music video	2.2	0.0	0.0	7.1	0.0	0.0
Dissemination through newspaper	51.7	50.0	40.0	42.9	50.0	38.9
Cartoon	1.1	0.0	0.0	0.0	0.0	0.0
Workshop / Seminar	27.0	0.0	0.0	57.1	25.0	33.3
Other (discussion, roundtable meeting)	1.1	33.3	0.0	0.0	0.0	5.6
N	87	5	5	14	8	18

Multiple Responses

Table-6.4a: Suggestions for special communication interventions for bidders/business community

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	80.0	60.0	50.0
Publicity	80.0	60.0	50.0
Poster	60.0	20.0	25.0
Leaflet	0.0	10.0	12.5
Brochure	20.0	20.0	0.0
Pocketbook	60.0	30.0	12.5
Billboard	20.0	10.0	0.0
Sticker	0.0	0.0	0.0
TV/Radio commercial	20.0	10.0	25.5
TV discussion	20.0	50.0	12.5
Music video	20.0	0.0	0.0
Dissemination through newspaper	40.0	70.0	37.5
Cartoon	60.0	10.0	12.5
Other (training)	0.0	10.0	12.5
N	5	10	8

Multiple Responses

Table-6.4b: Suggestions for special communication interventions for bidders/business community

Suggested interventions	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	78.7	100.0	80.0	85.7	37.5	55.6
Publicity	53.9	50.0	80.0	50.0	37.5	50.0
Poster	21.3	0.0	20.0	7.1	37.5	33.3
Leaflet	15.7	0.0	20.0	21.4	12.5	5.6
Brochure	22.5	0.0	0.0	0.0	12.5	11.1
Pocketbook	30.3	33.3	20.0	21.4	37.5	11.1
Guideline for filling out tender and submitting it	62.9	66.7	20.0	57.1	62.5	50.0
Billboard	9.0	0.0	0.0	21.4	12.5	22.2
Sticker	2.2	0.0	0.0	7.1	0.0	0.0
TV/Radio commercial	5.6	0.0	20.0	21.4	20.0	22.2
TV discussion	21.3	0.0	60.0	21.4	12.5	27.8
Music video	1.1	16.7	0.0	0.0	0.0	0.0
Dissemination through newspaper	42.7	50.0	60.0	57.1	62.5	27.8
Cartoon	5.6	0.0	0.0	0.0	0.0	0.0
Workshop / Seminar	37.1	50.0	80.0	50.0	37.5	38.9
Other (Discussion)	5.6	16.7	0.0	14.3	0.0	11.1
N	87	5	5	14	8	18

Multiple Responses

Table-6.5a: Suggestions for special communication interventions for civil society

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	80.0	40.0	50.0
Publicity	60.0	50.0	75.0
Poster	20.0	20.0	25.0
Leaflet	20.0	20.0	12.5
Brochure	0.0	10.0	0.0
Pocketbook	40.0	20.0	0.0
Billboard	0.0	10.0	12.5
Sticker	20.0	0.0	0.0
TV/Radio commercial	0.0	10.0	12.5

TV discussion	40.0	50.0	25.0
Dissemination through newspaper	40.0	50.0	12.5
Cartoon	0.0	0.0	12.5
Workshop / Seminar	20.0	20.0	25.0
Other (Educating drama)	20.0	0.0	0.0
N	5	10	8

Multiple Responses

Table-6.5b: Suggestions for special communication interventions for civil society

Suggested interventions	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	58.0	83.3	80.0	64.3	37.5	50.0
Publicity	67.0	66.7	60.0	71.4	37.5	44.4
Poster	28.4	16.7	20.0	42.9	37.5	55.6
Leaflet	18.2	16.7	20.0	21.4	25.0	38.9
Brochure	17.0	16.7	0.0	35.7	12.5	22.2
Pocketbook	10.2	33.3	0.0	14.3	37.5	22.2
Guideline for filling out tender and submitting it	9.1	16.7	20.0	7.1	12.5	0.0
Billboard	11.4	0.0	40.0	21.4	25.0	33.3
Sticker	4.6	0.0	20.0	0.0	0.0	5.6
TV/Radio commercial	5.7	0.0	0.0	28.6	12.5	16.7
TV discussion	37.5	33.3	20.0	57.1	100.0	44.4
Music video	1.1	0.0	0.0	0.0	12.5	0.0
Dissemination through newspaper	48.9	83.3	60.0	50.0	37.5	44.4
Cartoon	3.4	0.0	0.0	7.1	0.0	0.0
Workshop / Seminar	31.8	33.3	40.0	64.3	50.0	27.8
Other (discussion, rally)	2.3	0.0	0.0	0.0	0.0	5.6
N	87	5	5	14	8	18

Multiple Responses

Table-6.6a: Suggestions for special communication interventions for mass media

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	80.0	50.0	50.0
Publicity	60.0	40.0	25.0
Poster	60.0	10.0	12.5
Leaflet	20.0	10.0	25.0
Brochure	40.0	10.0	0.0
Pocketbook	20.0	20.0	0.0
Sticker	20.0	0.0	0.0
TV/Radio commercial	0.0	0.0	25.0
TV discussion	40.0	40.0	62.5
Music video	0.0	10.0	0.0
Dissemination through newspaper	20.0	50.0	50.0
Cartoon			
Workshop / Seminar	20.0	50.0	25.0
Other (training)	20.0	0.0	0.0
N	5	10	8

Multiple Responses

Table-6.6b: Suggestions for special communication interventions for mass media

Suggested intervention	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	70.1	100.0	80.0	71.4	57.1	64.7
Publicity	71.3	80.0	80.0	64.3	57.1	41.2
Poster	21.8	0.0	40.0	21.4	14.3	23.5
Leaflet	17.2	0.0	20.0	28.6	28.6	17.6
Brochure	23.0	20.0	20.0	28.6	28.6	11.8
Pocketbook	25.3	40.0	20.0	28.6	14.3	0.0
Guideline for filling out tender and submitting it	17.2	0.0	0.0	14.3	28.6	5.9
Billboard	8.0	0.0	20.0	21.4	0.0	0.0
Sticker	3.4	0.0	0.0	0.0	0.0	0.0
TV/Radio commercial	6.9	0.0	0.0	14.3	28.6	23.5
TV discussion	25.3	40.0	40.0	35.7	71.4	29.4
Music video	0.0	0.0	0.0	0.0	14.3	5.9
Dissemination through newspaper	37.9	40.0	60.0	35.7	28.6	23.5
Cartoon	2.3	0.0	0.0	0.0	0.0	0.0
Workshop / Seminar	37.9	80.0	60.0	50.0	71.4	35.3
Other (folk song, folk drama, meeting)	3.4	0.0	0.0	0.0	0.0	5.9
N	87	5	5	14	8	18

Multiple Responses

Table-6.7a: Suggestions for special communication interventions for general public

Suggested interventions	Percentage of bidders suggesting interventions		
	Large bidder	Medium bidder	Small bidder
Orientation	80.0	62.5	87.5
Publicity	60.0	50.0	37.5
Poster	20.0	12.5	0.0
Leaflet	20.0	0.0	12.5
Brochure	60.0	12.5	25.0
Pocketbook	20.0	37.5	12.5
Billboard	40.0	12.5	37.5
Sticker	0.0	0.0	12.5
TV/Radio commercial	20.0	12.5	12.5
TV discussion	100.0	25.0	12.5
Music video	0.0	0.0	12.5
Dissemination through newspaper	40.0	25.0	25.0
Cartoon	0.0	12.5	0.0
Workshop / Seminar	0.0	12.5	12.5
N	5	10	8

Multiple Responses

Table-6.7b: Suggestions for special communication interventions for general public

Suggested interventions	Percentage distribution of respondents suggesting interventions					
	Procurement Officials	Audit Officials	Head of NGOs	Media Personnel	Legal Aid Providers	Civil society
Orientation	27.1	20.0	40.0	35.7	14.3	23.5
Publicity	62.4	80.0	80.0	42.9	71.4	70.6
Poster	42.4	20.0	60.0	42.9	71.4	47.1
Leaflet	31.8	20.0	40.0	35.7	42.9	41.2
Brochure	17.6	20.0	0.0	21.4	0.0	11.5
Pocketbook	1.2	0.0	0.0	7.1	0.0	0.0
Guideline for filling out tender and submitting it	3.5	0.0	0.0	7.1	0.0	5.9
Billboard	30.6	20.0	40.0	42.9	28.6	23.5
Sticker	10.6	0.0	20.0	14.3	0.0	5.9
TV/Radio commercial	17.6	0.0	40.0	35.7	57.1	17.6
TV discussion	40.0	60.0	20.0	57.1	42.9	35.3
Music video	9.4	0.0	0.0	7.1	0.0	11.8
Dissemination through newspaper	48.2	60.0	60.0	35.7	42.9	35.3
Cartoon	8.2	0.0	20.0	14.3	0.0	11.8
Workshop / Seminar	20.0	20.0	40.0	35.7	14.3	5.9
Other (mobile film show, rally, folk songs and drama)	5.9	0.0	20.0	21.4	14.3	17.6
N	87	5	5	14	8	18

Multiple Responses

