

**RESOLUTION APPROVING AND ADOPTING THE AGENCY
PROCUREMENT COMPLIANCE AND PERFORMANCE INDICATORS
(APCPI) AS STANDARD PROCUREMENT MONITORING AND
ASSESSMENT TOOL**

WHEREAS, Section 63 of Republic Act (RA) 9184 mandates the Government Procurement Policy Board (GPPB) to ensure the proper implementation by Procuring Entities of the Act, this IRR and all other relevant rules and regulations pertaining to public procurement and to conduct an annual review of the effectiveness of the Act and recommend any amendments thereto, as may be necessary;

WHEREAS, the 2008 Country Procurement Assessment Report (CPAR) identified several recommendations to improve public procurement systems in the Philippines, among them: 1) the development and strengthening of the procurement monitoring system at the agency and national levels; 2) the development of systems for the analysis of procurement related information and linkage with other government-related databases for policy and decision making purposes; and 3) the need to strengthen the capacity of the Government Procurement Policy Board (GPPB) Technical Support Office (TSO) to monitor compliance with the procurement law among government agencies;

WHEREAS, the GPPB-TSO with support from the World Bank, started developing the Agency Procurement Compliance and Performance Indicators (APCPI), in the early part of 2010, a self-assessment tool of procuring entities based on the Base Line Indicator and Compliance and Performance Indicator Systems of OECD DAC Methodology for the Assessment of National Procurement Systems (MAPS), the Agency Procurement Performance Indicators (APPI), and the Online Monitoring Evaluation System (OMES) used by GPPB to measure and evaluate agency procurement practices;

WHEREAS, the WB submitted to the GPPB-TSO in August 2011 the 13 July 2011 version of the APCPI for endorsement to the GPPB;

WHEREAS, the APCPI aims to: 1) provide a standard procurement performance monitoring and evaluation tool for use by all procuring entities; 2) identify strengths and weaknesses in the agency's procurement system and to develop an Action Plan; utilize the information submitted by the agencies as part of the procurement database that will be linked to other government related databases; and 3) assist in strengthening the GPPB-TSO capability in monitoring national compliance to procurement regulations and in implementing the agency level Action Plans.

WHEREAS, consultations meetings were conducted with the different stakeholders, including government agencies, civil society organizations, and the development partners for the review, study enhancement of the APCPI Tool including pilot testing in eighteen (18) agencies in 2010 and in seventeen (17) agencies in 2011;

WHEREAS, the Sub Working Group of the Inter Agency Technical Working Group held series of meetings to review the APCPI Indicators and Sub-Indicators and with comments from various stakeholders, finalized the APCPI with four (4) Pillars, sixteen (16) Indicators and forty (40) Sub-indicators;

WHEREAS, Government Procurement Policy Board and the Inter-Agency Technical Working Group discussed the matter, and, after careful deliberation, favorably considered the use of the APCPI by the procuring entities in assessing their respective procurement system;

NOW, THEREFORE, for and in consideration of the foregoing, **WE**, the Members of the **GOVERNMENT PROCUREMENT POLICY BOARD**, by virtue of the powers vested on **US** by law, hereby **RESOLVE** to confirm, adopt and approve, as **WE** hereby confirm, adopt and approve the use of the APCPI as the standard procurement monitoring and assessment tool of the Philippine Government. A copy of the APCPI User's Guide is hereto attached as **Annex "A"** of this Resolution.

This resolution shall take effect immediately.

APPROVED this 1st day of June 2012 at Pasig City, Philippines

(Sgd.)

**DEPARTMENT OF BUDGET AND
MANAGEMENT**

(Sgd.)

**NATIONAL ECONOMIC AND
DEVELOPMENT AUTHORITY**

(Sgd.)

DEPARTMENT OF EDUCATION

(Sgd.)

DEPARTMENT OF ENERGY

(Sgd.)

DEPARTMENT OF FINANCE

(Sgd.)

DEPARTMENT OF HEALTH

(Sgd.)

**DEPARTMENT OF THE INTERIOR
AND LOCAL GOVERNMENT**

(Sgd.)

**DEPARTMENT OF NATIONAL
DEFENSE**

(Sgd.)

**DEPARTMENT OF PUBLIC WORKS
AND HIGHWAYS**

(Sgd.)

**DEPARTMENT OF SCIENCE AND
TECHNOLOGY**

(Sgd.)

**DEPARTMENT OF TRADE AND
INDUSTRY**

(Sgd.)

**DEPARTMENT OF TRANSPORTATION
AND COMMUNICATIONS**

(Sgd.)

PRIVATE SECTOR REPRESENTATIVE

Attested by:

(Sgd.)

DENNIS S. SANTIAGO
Board Secretary, GPPB
Executive Director, GPPB-TSO

AGENCY PROCUREMENT COMPLIANCE AND PERFORMANCE INDICATORS (APCPI) SYSTEM USER’S GUIDE

SECTION ONE: INTRODUCTION

1. Background

The 2008 Country Procurement Assessment Report (CPAR) of the World Bank identified several recommendations to improve public procurement systems in the Philippines, among them: the development and strengthening of the procurement monitoring system at the agency and national levels; the development of systems for the analysis of procurement related information and linkage with other government-related databases for policy and decision making purposes; and the need to strengthen the capacity of the Government Procurement Policy Board - Technical Support Office (GPPB-TSO) to monitor compliance with the procurement law among government agencies. Under Section 63.1 of RA 9184, otherwise known as the Government Procurement Reform Act, the GPPB is vested with the responsibility of ensuring the proper implementation of relevant rules and regulations pertaining to public procurement and the TSO with evaluating the effectiveness of the government procurement system. In this regard, the Agency Procurement Compliance and Performance Indicators (APCPI) was approved by the GPPB as a methodology to assess the performance of a government agency’s procurement activities and to compare its effectiveness against that of the national public procurement systems and international best practices and standards using baseline standards and indicators.

The APCPI is derived from the Baseline Indicator System (BLI) and Compliance and Performance Indicator (CPI) Systems prescribed guidelines under the OECD-DAC Methodology for the Assessment of National Procurement Systems (MAPS) where the Philippines served as a pilot country. It is also a modification of the Agency Procurement Performance Indicators (APPI) and the Online Monitoring and Evaluation System (OMES) used by the GPPB to measure and evaluate the effectiveness of the procurement practices of various government agencies, and approximate the methodology and criteria prescribed by the current OECD-DAC guidelines.

Objectives and Purposes of the Assessment:

The APCPI has the following objectives and purposes:

- a. To provide a standard procurement performance monitoring and evaluation tool for use by all procuring entities on a regular basis;

- b. To identify strengths and weaknesses in the agency’s procurement systems and to develop an Action Plan for Procurement Improvement to address the areas of risk and weakness;
- c. To utilize the information submitted by the agencies as part of the procurement database that will be linked to other government related databases to analyze national procurement performance for more effective policy and decision making; and,
- d. To assist in strengthening the GPPB-TSO capability in monitoring national compliance to procurement regulations and in implementing the agency level Action Plans.

3. General Considerations

The APCPI assessment is the responsibility of the Head of the Procuring Entity (HOPE) with the assistance of the Bids and Awards Committee (BAC) and its Secretariat and other departments/divisions/units concerned within the procuring entity. The head of the BAC Secretariat and his staff shall be responsible for the conduct of the assessment and shall submit the results to the BAC who will review the findings and results, and subsequently submit the same to the Confirmation Team for verification and to the HOPE for approval. The HOPE however, in its discretion, may create an *ad hoc* Assessment Committee for purposes of the assessment which will be conducted on an annual basis on the first quarter of the year, and will cover performance and accomplishments of the previous year. Agencies with attached agencies/offices, regional and sub-regional units are encouraged to conduct the assessment at the same time and to submit the results and the report to the BAC Secretariat or the ad hoc Assessment Committee at the Central Office for consolidation into a single agency report. Upon completion, final review, confirmation and approval of the APCPI results by the HOPE, the BAC Secretariat of the Central Office shall immediately submit a copy of the consolidated report to GPPB TSO.

4. The Indicators

There are four key areas - called "Pillars" – that characterize the basic elements of an agency’s procurement as patterned after the national public procurement system. These “pillars” are further defined by a number of baseline indicators and sub-indicators against which the existing elements of the agency’s procurement system may be assessed. These are:

Pillar I	Compliance with the Legislative and Regulatory Framework
Pillar II	Agency Institutional Framework and Management Capacity
Pillar III	Procurement Operations and Market Practices
Pillar IV	Integrity and Transparency of the Agency Procurement System

The APCPI consists of sixteen (16) indicators and forty (40) sub-indicators representing the four pillars. The APCPI shall be based on a review of an agency’s compliance to the implementation of the procurement law in its central office and its regional and sub-regional units, of actual procurement contracts and of the participation of other procurement stakeholders such as bidders and observers of the Bids and Awards Committees (BACs).

The use of the APCPI is an important aspect in monitoring the effectiveness of procurement reforms as well as in the implementation of measures to help the agency identify their strengths and weak areas and to address these weaknesses in the overall public procurement system. The APCPI will provide useful information for the management of the system and for a more in-depth review of deficiencies that can also pinpoint specific areas of risk or weakness in the implementation process.

The results of the assessment will thus, serve as a roadmap on areas of strengths, weaknesses and improvements in the agency's procurement processes, and will assist the GPPB and other related national agencies in enhancing current procurement reform strategies and regulations.

5. Assessment Methodology

The head of the BAC Secretariat or the *ad hoc* Assessment Committee constituted by the HOPE shall be responsible for the conduct of the assessment and shall coordinate with the respective units within the agency, including its internal and external (COA) auditors to ensure the availability of information.

There are six major steps in the conduct of an APCPI assessment. These are:

5.1. Data Collection

The following are some of the prescribed data-gathering instruments to be used in the conduct of an APCPI assessment:

- a. Annual Procurement Plan (APP) – this is the regular form of consolidated PMPs by the BAC and approved by the HOPE. The APPs to be reviewed shall include the original as well as the supplemental amendments made during the year;
- b. Procurement Monitoring Report (PMR) - Under the Sec. 12.2 of the IRR of RA 9184, the BAC prepares a procurement monitoring report in the form prescribed by the GPPB, which shall cover all procurement activities specified in the APP, whether going and completed, from the holding of the pre-procurement conference to the issuance of notice of award and approval of the contract, including the standard and actual time for each major procurement activity. The PMR shall be approved and submitted by the head of the procuring entity to the GPPB in printed and electronic format within fourteen (14) calendar days after the end of each semester;
- c. Consolidated Procurement Monitoring Report (CPMR) – this form found in Annex B provides a profile of agency procurement for one calendar/fiscal year that include such information as breakdown of APP according to types and methods of procurement, number of procurement activities, number and value of contracts together with contracts awarded with only one (1) bidder participating, number of failed biddings, number of posting in PhilGEPS website for invitations to bid and contracts awarded, number of bidders who acquired submitted bids, and who passed bid evaluation; average number of days from advertisement/posting of Invitation to Bid/Request for Expression of

Interest to Notice to Proceed, average number of days for approval of Resolution/issuance of Notice of Award, average number of days to resolve Request for Reconsideration/Protests, number of contracts awarded below or exceeding prescribed timeframes. These shall be submitted together with the APCPI Assessment Form (Annex “A” of this User’s Guide);

- d. PhilGEPS Data – these include such information as the number of bid opportunities, contract award and procurements using alternative methods notices posted at the PhilGEPS. The agency shall use information based on its own records and data posted at PhilGEPS;
- e. Procurement related documents, such as, but not limited to: Office orders creating the BAC and BAC Secretariat, procurement contracts, Bidding Documents, submitted Bid, Abstract of Bids, Supplemental Bid Bulletins, Minutes of Meetings, Request/s for Reconsideration, Protest and Resolutions, and Observer’s Report, COA Audit Reports/APYAR; and
- f. Contract Management Records such as, but not limited to: payment schedules, purchase requests, purchase orders, delivery receipts, receiving reports, and invoices, etc.

5.2. Data Consolidation and Scoring

The BAC Secretariat shall complete the above data gathering instruments based on records of all procurements conducted for the previous year. It is strongly recommended that these data be lodged in a database (i.e. CPMR) during, and not after, the target procurement year. When all the information in the instruments is ready, the BAC Secretariat shall consolidate such using the APCPI Assessment Form found in Annex A. It shall also provide information on other indicators that are not included in the abovementioned instruments (e.g. procedures for evaluating performance of procurement personnel, among others) and shall organize the supporting documents for submission to GPPB.

5.3 Scoring and Rating System

The APCPI scoring system uses a four point rating scale based on:

1. Recommended benchmarks obtained from the average scores of a pilot assessment for eighteen (18) government agencies conducted earlier; and
2. A scoring criteria based on a set of conditions.

The rating system ranges from a score of poor (0) to very satisfactory (3) for each sub-indicator (*Refer to Annex C*). Most sub-indicators have recommended benchmark or threshold: performance above the threshold or meeting a particular condition will merit a satisfactory or very satisfactory rating and performance below will receive an acceptable or poor score. The ranges and scores vary depending on the sub-indicator.

For indicators with a scoring criteria based on a set of conditions, the rating varies depending on the conditions met by the procuring entities. The electronic copy of the CPMR has embedded formulas wherein the procuring entity can record the information

in the fields provided and an additional worksheet in the file automatically calculates their scores for related sub-indicators. The procuring entity may refer to these formulas in the event they wish to compute their rating for the sub-indicators manually.

A comments portion of the assessment column is provided to discuss the reasons behind the score, in same manner provide information that may not be reflected by the numeric score. The assessor should exert every effort to provide scores for each sub-indicator. Each score has equivalent rating. After all sub-indicators have received the corresponding score and ratings, the assessors shall aggregate the scores and ratings to obtain an overall score and rating. From these, the assessor should have a profile of strengths and weaknesses of the agency procurement system.

The scoring and rating systems are indicative measure of the actual procurement performance of an agency and should really be used more to identify areas of strength and improvement in its procurement processes. The quantitative information requested for certain sub-indicators will be used by the GPPB in its own procurement monitoring database.

In computing the final score and rating, the procuring entity may refer to the electronic copy of the Assessment Form and input their rating for each indicator based on the Scoring System. The electronic copy of the Assessment Form has embedded formulas that compute the scores for each Pillar and subsequently, the total score of the procuring entity. The average of the ratings for each indicator in each Pillar shall be calculated; then, the average score for all four Pillars shall comprise the procuring entity's total score.

5.4 Confirmation of the Assessment Form

The confirmation process is an important feature of the APCPI Assessment which highlights procurement transparency, public monitoring and accountability. The confirmation process defines an analytical requirement which confirms that the APCPI results under consideration are consistent with what the assessment requires. The Confirmation Team shall take the role of an independent entity that will carry on the task of confirming the results of the APCPI using the same set of data used in the conduct of the APCPI. The confirmation team shall check the APCPI results of the procuring entity in terms of completeness, correctness, consistency and responsiveness. The procuring entity shall have the discretion to invite the confirmation team at this stage of the assessment.

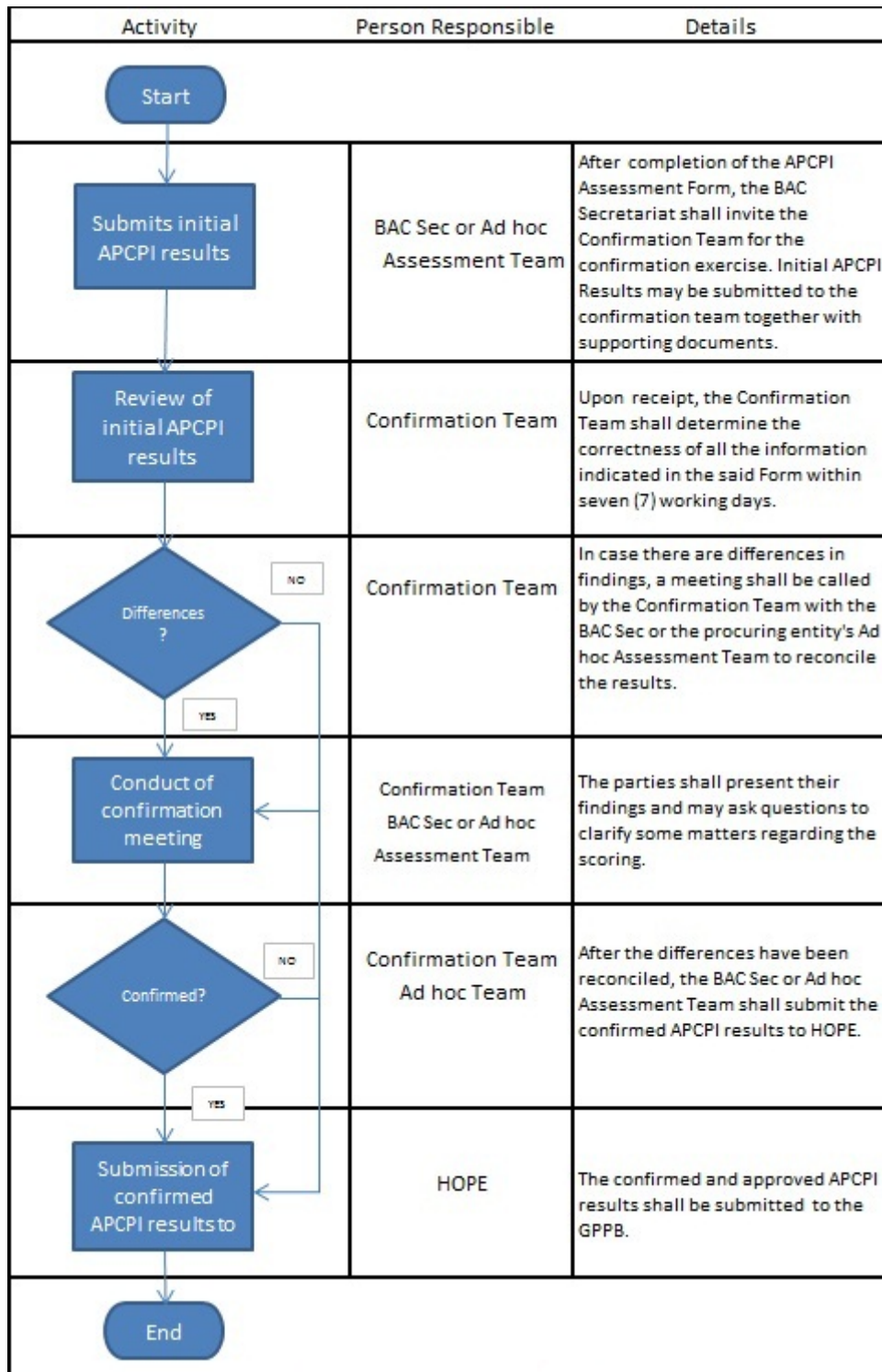


Fig. 1 - Confirmation Process Flow

5.5 Analysis of Results and Identification of Strengths and Weaknesses

Upon completion of the assessment form, the agency shall have a picture of the performance of its procurement system based on the identified set of indicators. The results should not be used to compare the agency's score against that of other agencies but to provide a benchmark against which it will measure its own subsequent performance. The assessors shall then identify areas of strength (sub-indicators

receiving a Satisfactory or Very Satisfactory score) where it can continue to improve and weaknesses (sub-indicators rated poor or acceptable) where it needs to develop a specific plan of action. The results shall be discussed first within the BAC and then with the HOPE.

5.6 Preparation of Action Plan to Improve Procurement Capacity

A document that will outline the strategy and proposal on how to improve Procurement Capacity shall be developed by the BAC in coordination with the concerned units of the agency and presented to the HOPE for approval. (*Refer to Annex D for prescribed template*)

Upon approval, the HOPE shall submit the Action Plan together with the confirmed Assessment Form (Annex A and D) and all supporting documents including Annex B to the GPPB.

SECTION TWO: ASSESSMENT METHODOLOGY

Pillar I — Legislative and Regulatory Framework

Pillar I looks at compliance to key legal requirements under RA 9184 as it relates to competitiveness.

Indicator 1. Competitive Bidding as Default Method of Procurement¹

Section 10 of RA 9184 and its IRR states that all procurement shall be done through competitive or public bidding, except as provided in Rule XVI. Competitive bidding or public bidding is defined in R.A. 9184 and its IRR as the method of procurement which is open to participation by any interested party and which consists of the following processes: advertisement, pre-bid conference, eligibility screening of prospective bidders, receipt and opening of bids, evaluation of bids, post-qualification, and award of contract. This is in conjunction with OECD DAC MAPs Indicator 1(b) requiring the legal framework of a national system to make open competitive tendering the default method of procurement.

The purpose of this sub-indicator is to determine if the procuring entity complies with the requirement on competitive bidding. Through the Consolidated Procurement Monitoring Report (CPMR)², it is important to determine if public bidding is the default method of procurement (at least eighty percent (80%) of all procurements in terms of value and 50% in terms of volume). In case public bidding is less than eighty percent (80%) of total procurement in terms of value, the BAC Secretariat will need to explain the reason in the comment portion of the assessment form (e.g., most procurements are for office supplies or goods that may be obtained through the Procurement Service). The BAC Secretariat should also make sure that the prevailing

¹ Under this Indicator, note that for Procuring Entities with foreign-funded procurement adopting IFI rules, the data for Row 3 (Foreign Funded Procurement) and its sub rows must be included in getting the percentage of public bidding contracts and alternative methods of contracts, in terms of amount and volume.

² Annex B of the User's Guide

contract packaging practices ensures that there is no splitting of contracts to avoid public bidding.

There are two sub indicators used to measure agency compliance to the requirements of RA 9184.

These are:

Sub-Indicator 1a. Percentage of public bidding contracts in terms of amount of total procurement

This *percentage* is obtained by dividing the total amount of contracts awarded through public bidding for goods and services, civil works and consulting services (Subtotal for CPMR Column No. 5) by the total amount of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

For this sub indicator:

Subtotal for Column No. 5
 ----- X **100**
Total amount of Column No. 5

Scoring Range	Qualitative Rating	Numerical Score
Percentage is above 91-100%	Very Satisfactory	3
Percentage is between 81-90%	Satisfactory	2
Percentage is between 70-80%	Acceptable	1
Percentage is below 70%	Poor	0

Sub-Indicator 1b. Percentage of public bidding contracts in terms of volume of total procurement

This percentage is obtained by dividing the total number of contracts awarded through public bidding for goods and services, civil works and consulting services by the total number of all contracts awarded, as found in the CPMR Column No. 4 and multiplying the answer by 100.

For this sub indicator:

Subtotal for Column No. 4
 ----- X **100**
Total number of awarded contracts on Column No. 4

Scoring Range	Qualitative Rating	Numerical Score
Percentage is above 50%	Very Satisfactory	3
Percentage is between 40-50%	Satisfactory	2
Percentage is between 21 -	Acceptable	1

39%		
Percentage is below 20%	Poor	0

Indicator 2. Limited Use of Alternative Methods of Procurement³

Sections 48 to 54 of RA 9184 and its IRR stipulate that alternative methods of procurement may be resorted to only in highly exceptional cases and shall be as indicated in the approved Annual Procurement Plan. This indicator is used to determine if the agency resorts to alternative methods of procurement as defined under Sections 48 to 54 of IRR, whether the alternative methods are included in the approved Annual Procurement Plan (APP) and whether prerequisite conditions for its use are complied with as provided under the law. This may be done through a review of the Annual Procurement Plan (APP) identifying the alternative procurement methods and its value, and the Consolidated Procurement Monitoring Report. If such conditions are not complied with, the BAC Secretariat shall determine the reasons for such and include the findings in the comments portion of the Assessment Form. For procuring entities that resort to alternative methods of procurement as the prevailing mode, the HOPE should review its procurement processes to find ways of minimizing the use of such method and maximizing the use of public bidding.

Sub-Indicator 2a. Percentage of shopping contracts in terms of amount of total procurement

This *percentage* is obtained by dividing the amount of contracts awarded through Shopping by the total *amount* of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

For this sub indicator:

**Total amount of contract awarded through shopping
(Rows 2.1.1 and 2.1.2) on Column No. 5**

----- X 100

Total amount of all contracts (Column No. 5, last Row)

Scoring Range	Qualitative Rating	Numerical Score
Percentage is below 3%	Very Satisfactory	3
Percentage is between 3-4 %	Satisfactory	2
Percentage is between 5-6 %	Acceptable	1
Percentage is above 6 %	Poor	0

Sub-Indicator 2b. Percentage of negotiated contracts in terms of amount of total procurement

This *percentage* is obtained by dividing the total amount of contracts awarded through Negotiation by the total amount of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

³ Under this Indicator, note that for Procuring Entities with foreign-funded procurement adopting IFI rules, the data for Row 3 (Foreign Funded Procurement) and its sub rows must be included in getting the percentage of contracts procured through alternative methods of contracts, in terms of amount and volume.

For this sub indicator:

**Total amount of contract awarded through negotiation
(Rows 2.5.1, 2.5.2, 2.5.3, and 2.5.4) on Column No. 5**
----- X 100
Total amount of all contracts (Column No. 5, last Row)

Scoring Range	Qualitative Rating	Numerical Score
Percentage is below 3%	Very Satisfactory	3
Percentage is between 4-8%	Satisfactory	2
Percentage is between 8 - 12%	Acceptable	1
Percentage is above 12%	Poor	0

Sub-Indicator 2c. Percentage of direct contracting in terms of amount of total procurement

This percentage is obtained by dividing the total amount of contracts awarded through direct contracting by the total amount of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

For this sub indicator:

**Total amount of contract awarded through direct contracting
(Row 2.2) on Column No. 5**
----- X 100
Total amount of all contracts (Column No. 5, last Row)

Scoring Range	Qualitative Rating	Numerical Score
Percentage is below 1%	Very Satisfactory	3
Percentage is between 1-2%	Satisfactory	2
Percentage is between 3-4%	Acceptable	1
Percentage is above 4%	Poor	0

Sub-Indicator 2d. Percentage of repeat order contracts in terms of amount of total procurement

This *percentage* is obtained by dividing the total amount of contracts awarded through repeat order by the total amount of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

For this sub indicator:

**Total amount of contract awarded through repeat order (Row 2.3)
on Column No. 5**
----- X 100
Total amount of all contracts (Column No. 5, last Row)

Scoring Range	Qualitative Rating	Numerical Score
Percentage is below 1%	Very Satisfactory	3
Percentage is between 1-2%	Satisfactory	2
Percentage is between 3-4%	Acceptable	1
Percentage is above 4%	Poor	0

Sub-Indicator 2e. Percentage of limited source bidding contracts in terms of amount of total procurement

This percentage is obtained by dividing the total amount of contracts awarded through limited source by the total amount of all contracts awarded as found in the CPMR Column No. 5 and multiplying the answer by 100.

For this sub indicator:

Total amount of contract awarded through limited source bidding (Row 2.4) on Column No. 5

----- X 100

Total amount of all contracts (Column No. 5, last Row)

Scoring Range	Qualitative Rating	Numerical Score
Percentage is below 1%	Very Satisfactory	3
Percentage is between 1-2%	Satisfactory	2
Percentage is between 3-4%	Acceptable	1
Percentage is above 4%	Poor	0

Sub-Indicator 2f. Preparation of Annual Procurement Plan for Common-Use Supplies and Equipment (APP-CSE) and Procurement of Common-Use Supplies and Equipment from the Procurement Service

Letter of Instructions 755 Series of 1978, Executive Order No. 359 Series of 1989 and Administrative Order No. 17 Series of 2011 espouse a policy of procuring supplies and materials in the most economical and efficient manner through the implementation of a government wide integrated procurement system for supplies, materials and other items needed by the government by the Procurement Service. In line with these policies and in order to encourage procuring entities to purchase common use supplies from the Procurement Service, this sub indicator aims to examine procuring entity's procurement of its common use supplies and equipment, as well as their compliance with the Department of Budget and Management Circular No. 2011-06 and 2011-6A, which directs the preparation and submission of the procuring entity's Annual Procurement Plan for Common Use Supplies and Equipment (APP-CSE), consistent with the objective of strengthening the service delivery of the Procurement Service.

This is verified by asking for copies of APP-CSE and examining the Procurement Monitoring Reports of the agency.

Scoring Range	Qualitative Rating	Numerical Score
Compliant	Very Satisfactory	3

Not Compliant	Poor	0
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Indicator 3 — Competitiveness of the Bidding Process

This indicator looks at the competitiveness of the bidding process within the procuring entity through the participation of a sufficient number of bidders acquiring, submitting bid documents and passing bid evaluation within the agency procurement processes and the sufficiency of the period allotted by the procuring entity to the bidders in preparation of the bids. This should result in keen competition, better prices, higher level of confidence of the private sector and equitable distribution of business. The Secretariat shall review all contract documents for this indicator. If they find out that there are insufficient bidders buying bid documents, submitting bids and passing bid evaluation or if the period given is insufficient to prepare bids, they should explain the reasons and include the findings in the appropriate column of the Assessment Form.

For sub-indicators 3a to 3c, the average is calculated using the total number of procurement activities conducted in Column 3 of the CPMR. Procurement activities refer to all procurement opportunities posted and/or advertised. If a contract to be bid out consists of more than one lot, the number of procurement opportunities shall be based on the actual number of lots.

Sub-indicator 3a. Average number of entities who acquired bidding documents

The result of this sub-indicator is obtained through a review of all contracts awarded through public bidding. The average number of entities acquiring bid documents is calculated by adding the total number of entities who acquired bid documents (CPMR Column 7), and dividing them by the number of procurement activities in Column 3 of the CPMR. The total number of entities shall be based on the agency records and the PhilGEPS.

For this sub indicator:

Sub total of number of entities who acquired bidding documents on public bidding contracts (Column 7)

Sub total of number of procurement activities through public bidding (Column 3)

Scoring Range	Qualitative Rating	Numerical Score
6 and above	Very Satisfactory	3
4 to 5.99	Satisfactory	2
3 to 3.99	Acceptable	1
Below 3	Poor	0

Sub-indicator 3b. Average number of bidders who submitted bids

The average number of bidders submitting bid documents is calculated by adding the total number of entities submitting bid documents for all contracts awarded through public bidding (CPMR Column 8) and dividing by the number of procurement activities in Column 3 of the CPMR. Procurement activities refer to all procurement opportunities posted and/or advertised. On instances where a contract to be bid out

consists of more than one lot, the number of procurement opportunities shall be based on the actual number of lots.

For this sub indicator:

**Sub total of number of entities who submitted bids
on public bidding contracts (Column 8)**

**Sub total of number of procurement activities
through public bidding (Column 3)**

Scoring Range	Qualitative Rating	Numerical Score
5 and above	Very Satisfactory	3
3 to 4.99	Satisfactory	2
2 to 2.99	Acceptable	1
Below 2	Poor	0

Sub-Indicator 3c⁴. Average number of bidders who passed eligibility stage

The average number bidders who passed the eligibility stage is calculated by adding the total number of bidders who passed the eligibility stage (CPMR Column 9) and dividing them by the number of procurement activities in Column 3 of the CPMR. Under Section 30 of the IRR, the eligibility stage is the process of opening the two bid envelopes containing the eligibility and technical documents to determine the bidders' compliance with the requirements using the non-discretionary "pass-fail" criterion.

For this sub indicator:

**Sub total of number of bidders who passed eligibility stage
(Column 9)**

**Sub total of number of procurement activities
through public bidding (Column 3)**

Scoring Range	Qualitative Rating	Numerical Score
3 and above	Very Satisfactory	3
2 to 2.99	Satisfactory	2
1 to 1.99	Acceptable	1
Below 1	Poor	0

⁴ While it is true that this sub-indicator may signify either efficiency or inefficiency of the BAC and/or the bidders, there was a recommendation to retain it provided that aside from the numerical rating, comments and findings shall also be taken into account to understand whether the reasons for ineligibility or disqualification of bidders refer to efficiency or inefficiency of the BAC and/or bidder. (Refer to 3rd column of Annex A of the APCPI User's Guide to include comments and findings for this sub-indicator.)

Sub-Indicator 3d. Sufficiency of period to prepare bids

One of the major factors affecting competition is the period allotted to prospective bidders to prepare their bids. To ensure that enough time is provided to prospective bidders to prepare a responsive bid, the procuring entity shall: (1) make the bidding documents available at the time of advertisement/posting of the ITB/REI; (2) issue supplemental bid bulletins for purposes of clarifying or modifying any provisions of the bidding documents not later than seven (7) calendars days before the deadline for the submission and receipt of bids; and, (3) prepare the minutes and make the same available within three (3) calendars days after the pre-bid conference.

Scoring Criteria:

- a) Bidding documents are available at the time of advertisement/posting at the PhilGEPS website and Agency website;
- b) Supplemental bid bulletins are issued at least seven (7) calendar days before bid opening;
- c) Minutes of pre-bid conference are readily available within three (3) days.

A score of full compliance means that the Procuring Entity has met all the above conditions (a to c). Substantial compliance refers to existence of condition (a) and either condition (b) or (c); partial compliance refers to the existence of condition (a) only, and not compliant refers to the absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

PILLAR II. Agency Institutional Framework and Management Capacity

Pillar II looks at how the procurement system is operational through the management systems in the agency.

Indicator 4. Presence of Procurement Organization

This indicator will determine the existence of procurement organizations and its composition as required by Sections 11-14 of RA 9184 and its IRR, as well as the effectivity of these organizations. There are two sub-indicators to be scored.

Sub-Indicator 4a. Creation of Bids and Awards Committee(s)

This sub-indicator assesses the degree to which the agency complies with the requirement of establishing its Bids and Awards Committee (BAC) as mandated by law. This is verified by providing copies of agency orders creating the BAC and appointing the Chairman and members and submitting this with the assessment form. This sub-indicator also aims to assess whether the BAC members meet the qualifications required under Section 11.2.2 of the revised IRR of R.A. 9184 as well as the minimum number prescribed for BAC composition. Moreover, in line with the

thrust to professionalize procurement organizations, this indicator will examine the BAC's training and background on RA 9184 and its IRR.

Scoring Criteria:

- a) Existence of agency order creating the Bids and Awards Committee;
- b) There are at least five (5) members of the BAC;
- c) Members of BAC meet qualifications; and/or
- d) Majority of the members of BAC are trained on R.A. 9184.

A score of full compliance means that the Procuring Entity has met all the above conditions (a-d). Substantial compliance refers to existence of conditions (a to c); partial compliance refers to the existence of condition (a) only, and not compliant refers to the absence of all four conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 4b. Presence of a BAC Secretariat or Procurement Unit

This sub-indicator assesses the degree to which the agency complies with the establishment of the BAC Secretariat and/or Procurement Unit as mandated by law. This is verified by providing copies of office orders appointing members of the BAC Secretariat and the Procurement Unit or the organizational structure of the agency showing the Procurement Unit, its composition and submitting this with the assessment form. Alongside the thrust to professionalize procurement organizations, this sub indicator shall also look into the background of the BAC Secretariat or Procurement Unit on RA 9184 and its IRR, to call on the procuring entities to further enhance the knowledge and background of the BAC Secretariat and the Procurement Units on the procurement law, rules and regulations.

Scoring Criteria:

- a) Existence of agency order creating the Bids and Awards Committee Secretariat or Procurement Unit;
- b) The Head of the BAC Secretariat meets the minimum qualifications;
- c) Majority of the members of BAC Secretariat are trained on R.A. 9184.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of condition (a) and (b) or (c); partial compliance refers to the existence of condition (a) only, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Indicator 5 – Procurement Planning and Implementation

Section 7.2 of RA 9184 states that no procurement shall be undertaken unless it is in accordance with the approved Annual Procurement Plan (APP) of the procuring entity. The purpose of procurement planning is for the agency to schedule its procurement activities in advance. This includes among others, all operating requirements and projects funded under the national budget consistent with the approved budget and its target for implementation.

The purpose of this indicator is to determine if the agency complies with the requirements for procurement planning particularly the preparation of the Annual Procurement Plan (APP) and uses the APP as basis for its annual procurement. The APPs need to be approved by the Head of Procuring Entity and the prerequisite conditions for the use of alternative methods of procurement have to be complied with. The BAC Secretariat shall look at copies of the original APPs and the approved supplemental APPs and compare this with the Procurement Monitoring Reports for the year to determine the ratio of total value of procurements with the ratio of approved APP. If the agency does not prepare the APP, it should explain the reason in the appropriate column in the Assessment Form.

Sub-Indicator 5a. APP is prepared for all types of procurement

This indicator is verified by reviewing all the original and supplemental APPs prepared by the BAC and approved by the Head of the Procuring Entity for the year as provided for under Section 7 of RA 9184 and its IRR.

Scoring Range	Qualitative Rating	Numerical Score
Compliant	Very Satisfactory	3
Not Compliant	Poor	0

Indicator 6 – Use of Government Electronic Procurement System⁵

Section 8 of RA 9184 establishes a single portal that shall serve as the primary source of information on all government procurement known as the Philippine Government Electronic Procurement System (PhilGEPS). All Procuring Entities are mandated to register with the PhilGEPS and undertake measures to ensure their access to an on-line network to facilitate the open, speedy and efficient on-line transmission, conveyance and use of electronic data messages or electronic documents.

This indicator assesses agency compliance with the use of PhilGEPS as mandated to promote transparency and efficiency in procurement operations, and verifies the following: (a) agency registration with the PhilGEPS; (b) Percentage of bid opportunities posted with the PhilGEPS; (c) percentage of contract award information

⁵ There will be instances when the number of bid opportunities will be more than 100% due to failure of bidding or because of counting various lots under one contract. For purposes of the APCPI, each lot under one bid opportunity posted shall be counted as one separate bid opportunity and/or procurement activity/project, if any. In the same manner that each award of line item or lot shall be counted as one separate contract award in determining the total number of contracts awarded. The actual number of bid opportunities posted in the PhilGEPS, shall be noted in the comments portion of the APCPI Self-Assessment Form (Annex A). Likewise, re-advertisement of bid opportunity due to previous failure of bidding is not counted.

posted; (d) percentage of contract awards procured through alternative means posted. The agency may use information based on its own records or may request the same from the PhilGEPS.

Sub-Indicator 6a⁶. Percentage of bid opportunities posted by the PhilGEPS-registered Agency

This is obtained by computing the total number of bid opportunities posted by method of procurement for goods, for civil works and for consulting services at the PhilGEPS website (CPMR Column 10) either from PhilGEPS or based on agency records and dividing the amount with the total number of procurement activities conducted (Column 3 of the CPMR) using only total number of public bidding contracts, Limited Source Bidding (Row 2.4), Shopping under Section 52.1 [b] valued over Fifty Thousand Pesos [P50, 000.00] (Row 2.1.1), Two-Failed Biddings (Row 2.5.2), and Small Value Procurement with ABC's above Fifty Thousand Pesos [P50, 000] (Row 2.5.3), which methods of procurement are required under the 54.2 of the IRR to be posted in the PhilGEPS website, and multiplying the result by 100.

For this sub indicator:

Sub total number of bid opportunities posted done through public bidding, Shopping (52.1[b] above 50k), Nego Proc (Small Value Procurement above 50k), Limited Source Bidding, and Two-Failed biddings (Column No. 10)

X 100

Sub total of number of procurement activities (Column No. 3) done through public bidding, Shopping (52.1[b] above 50k), Nego Proc (Small Value Procurement above 50k), Limited Source Bidding, and Two-Failed biddings (Column No. 10)

Scoring Range	Qualitative Rating	Numerical Score
Between 91-100%	Very Satisfactory	3
Between 81- 90%	Satisfactory	2
Between 71-80%	Acceptable	1
Below 70% or above 100%	Poor	0

Sub-Indicator 6b. Percentage of contract award information posted by the PhilGEPS-registered Agency.

This is obtained by computing the total number of contract award posted for public bidding in the PhilGEPS website (Column 11) either from PhilGEPS or based on agency records, divided by the total number of public bidding contracts awarded (Column 4) of the CPMR and multiplying the result by 100.

⁶ There was an observation that the PhilGEPS system double-counts re-posting invitations to bid due to previous failure of bidding. There was a recommendation to enhance PhilGEPS system to identify re-posting and not to count them as new bid invitations.

For this sub indicator:

Sub total number of contract award posted for public bidding (Column No. 11)

----- X 100

Sub total of number of public bidding contracts awarded (Column No. 4)

Scoring Range	Qualitative Rating	Numerical Score
Above 80%	Very Satisfactory	3
Between 51-80%	Satisfactory	2
Between 20-50 %	Acceptable	1
Below 20%	Poor	0

Sub-Indicator 6c. Percentage of contract awards procured through alternative methods posted by the PhilGEPS-registered Agency.

This is obtained by computing the total number of contracts procured through alternative mode, posted at PhilGEPS (Column 11) using the total number from either the PhilGEPS or based on agency records, divided by the total number of alternative contracts awarded (Column 4) of the CPMR and multiplying the result by 100.

For this sub indicator:

Sub total of number of contracts procured through alternative mode Posted at PhilGEPS (Column No. 11)

----- X 100

Sub total number of alternative contracts awarded (Column No. 4)

Scoring Range	Qualitative Rating	Numerical Score
Above 80%	Very Satisfactory	3
Between 51 -80 %	Satisfactory	2
Between 20-50 %	Acceptable	1
Below 20 %	Poor	0

Indicator 7 - System for Disseminating and Monitoring Procurement Information

The objective of this indicator is to determine the existence of an integrated procurement information system in the agency that includes a website that provides as a minimum, up-to-date information and is easily accessible to all interested parties at no or minimum cost. To further enhance transparency, Section 12.2 of RA 9184 and its IRR require the BAC to prepare and submit procurement monitoring reports approved by the HOPE in electronic and printed format within 14 calendar days after the end of each semester. The following sub-indicators assess agency compliance to these provisions of law.

Sub-Indicator 7a. Presence of website that provides up-to-date procurement information easily accessible at no cost.

The “up-to-date procurement information” for this sub indicator shall include all required procurement information such as bid notices, annual procurement plan etc.⁷, of the current assessment year and the period assessed. These may be verified by checking the agency website and by inquiring from the web/system administrator of the website of the procuring entity.

Scoring Criteria:

- a) Agency has a working website;
- b) Procurement information is up-to-date;
- c) Information is easily accessible at no cost.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of condition (a) plus an additional condition, either (b) or (c); partial compliance refers to the existence of condition (a) only, and absence of all three conditions means not compliant.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 7b. Preparation of Procurement Monitoring Reports using the prescribed format, prompt submission to GPPB, and posting in agency website

This sub indicator examines the procuring entities’ compliance with the requirement of preparing the PMR in the prescribed format; its submission by the procuring entity after the end of each semester as required by Section 12.2 of the IRR of RA 9184 and its compliance with EO 662 which provides for the BAC, through its Secretariat, to post the PMR, on the procuring entity’s own website and the On-Line Monitoring Evaluation System (OMES) of the GPPB.

This is verified by asking for copies of the Procurement Monitoring Report (PMR) duly signed and endorsed by the HOPE and submitting copies with the assessment or by checking with the GPPB records and checking the procuring entity website for the posting of Procurement Monitoring Report.

Scoring Criteria:

- a) Agency prepares the PMRs;
- b) PMRs are promptly submitted to the GPPB;
- c) PMRs are posted in the agency website;

⁷ Please see Executive Order No. 662 (E.O. 662) , as amended by E.O.No. 662-A, entitled “*Enhancing the Transparency Measures under RA 9184 and Creating the Procurement Transparency Group*”

d) PMRs are prepared using the prescribed format;

A score of full compliance means that the Procuring Entity has met all the above conditions (a to d). Substantial compliance refers to the existence of condition (a) plus two of the other conditions, partial compliance refers to the existence of condition (a) plus any of the conditions, and not compliant refers to the absence of all four conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

PILLAR III. PROCUREMENT OPERATIONS AND MARKET PRACTICES

This Pillar looks at the operational effectiveness and efficiency of the procurement system at the agency level.

Indicator 8 - Efficiency of Procurement Processes

This indicator looks at the efficiency of the operations as implemented by the procuring agencies. Efficiency is considered to mean that the operational practices result in a high number of contracts processed and awarded, very limited numbers of bidders disqualified and a minimal number of failed biddings due to the acceptable implementation of procurement procedures. The BAC Secretariat shall look at the results of the CPMR in terms of number of bidding processes conducted and awarded, number of bidders declared ineligible and failed bidding processes. This indicator will measure the percentage of successful procurement activities materializing into contracts.

Moreover, this indicator intends to determine the efficiency of the agency procurement process vis-à-vis the amount of contracts awarded and planned procurement.

Sub-Indicator 8a. Percentage of total amount of contracts awarded against total amount of approved APPs.

This percentage is obtained by dividing the total amount of contracts awarded (Column 5) with the sum of the total amount of procurements under the approved APPs (Column 2) in the CPMR.

For this sub indicator:

$$\frac{\text{Total amount of contracts awarded (Column 5)}}{\text{Total amount of procurement (Column 2)}} \times 100$$

Scoring Range	Qualitative Rating	Numerical Score
Above 80%	Very Satisfactory	3
Between 61-80%	Satisfactory	2
Between 40-60%	Acceptable	1
Below 40% or above 100%	Poor	0

Sub-Indicator 8b⁸. Percentage of total number of contracts awarded and total number of procurement activities done through public bidding

The number of contracts awarded denotes the number of projects contracted out. If a contract consists of more than one lot or project to be contracted, the number of contract shall be based on the actual number of lots or projects contracted out. In the same manner, the total number of contracts awarded shall include all lots.

This percentage is obtained by dividing the total number of contracts awarded through public bidding (Column 4) by the total number of procurement activities conducted through public bidding (Column 3) of the CPMR and multiplying this by 100.

For this sub indicator:

Sub total number of contracts awarded through public bidding (Column No. 4)

----- X 100

Sub total number of procurement activities conducted through public bidding (Column No. 3)

Scoring Range	Qualitative Rating	Numerical Score
Above 95%	Very Satisfactory	3
Between 93-95%	Satisfactory	2
Between 90-92%	Acceptable	1
Below 90%	Poor	0

Sub-Indicator 8c. Percentage of failed biddings with total number of procurement activities conducted

This percentage is obtained by dividing the total number of failed biddings for publicly bid projects in Column 6 with total number of procurement activities conducted through public bidding in Column 3 in the CPMR and multiplying this by 100.

For this sub indicator:

Sub total number of failed biddings (Column No. 6)

----- X 100

Sub total of number of procurement activities for public bidding (Column No. 3)

⁸ Procurement activities refer to undertakings from procurement planning up to contract implementation and termination, while bidding refers to posting of invitations to bid until the awarding of contracts.

Scoring Range	Qualitative Rating	Numerical Score
Below 5%	Very Satisfactory	3
Between 5-7%	Satisfactory	2
Between 8-10%	Acceptable	1
More than 10%	Poor	0

Indicator 9: Compliance with Procurement Timeframes

Annex C of RA 9184 and its IRR provides for the maximum periods and earliest possible time for action on specific procurement activities. This sub indicator assesses agency compliance to established procurement timeframes from posting of bid opportunities to contract signing and approval and issuance of notice to proceed.

The timely award of contracts at competitive market prices indicates an efficient, effective and acceptable implementation of procurement procedures. The average number shall be the result of all procurements conducted through public bidding. If the BAC Secretariat finds out that there are substantial deviations from compliance to time frames, it should explain the reasons in the appropriate column of the Assessment Form (Annex A).

Sub-Indicator 9a. Percentage of contracts awarded within the prescribed period to procure goods as indicated in Annex "C" of the IRR

This sub-indicator refers to the percentage of contracts that complied with the prescribed period to procure goods that is 28 calendar days (cd) as the earliest possible time and 124 cd as the latest allowable time found in Annex “C” of the IRR of RA 9184. This is obtained by dividing the number of procurement contracts for goods that complied with the prescribed period (Column 18) by the total number of procurement contracts for goods awarded through public bidding (Column 4) and multiplying this by 100.

For this sub indicator:

No. of Contracts awarded complying with prescribed period for goods (Row 1.1 of Column 18)

----- X 100

Sub total of number of procurement contracts for goods awarded through public bidding (Row 1.1 of Column No. 4)

Scoring Range	Qualitative Rating	Numerical Score
100%	Very Satisfactory	3
Between 96 to 99%	Satisfactory	2
Between 90 to 95%	Acceptable	1
Below 90%	Poor	0

Sub-Indicator 9b. Percentage of contracts awarded within the prescribed period to procure infrastructure projects as indicated in Annex "C" of the IRR

This sub-indicator refers to the percentage of the contracts that complied with the prescribed period to procure infrastructure projects which is 28 cd as the earliest possible time and 113 being the latest for projects with ABC below Php 50 Million pesos; and 144 cd for projects with ABC of above Php50 Million. This is obtained by dividing the number of procurement contracts for infrastructure projects that complied with the prescribed period (Column 18) by the total number of procurement contracts for infrastructure projects awarded through public bidding (Column 4) and multiplying this by 100.

For this sub indicator:

Total No. of Contracts awarded complying with prescribed period for infrastructure projects (Row 1.2 of Column 18)

----- X 100
Sub total of number of procurement contracts for infrastructure projects Awarded through public bidding (Row 1.2 of Column No. 4)

Scoring Range	Qualitative Rating	Numerical Score
100%	Very Satisfactory	3
Between 96 to 99%	Satisfactory	2
Between 90 to 95%	Acceptable	1
Below 90%	Poor	0

Sub-Indicator 9c. Percentage of contracts awarded within the prescribed period to procure consulting services as indicated in Annex "C" of the IRR

This sub-indicator refers to the percentage of contracts that complied with the prescribed period to procure consulting services which is 34 cd as the earliest possible time and 170 cd as the latest allowable time. This is obtained by dividing the number of procurement contracts for consulting services that complied with the prescribed period (Column 18) by the total number of contracts for consulting services awarded through public bidding (Column 4) and multiplying this by 100.

For this sub indicator:

No. of Contracts awarded complying with prescribed period for consulting services (Row 1.3 of Column 18)

----- X 100
Sub total of number of procurement activities for consulting services through public bidding (Row 1.3 of Column No. 4)

Scoring Range	Qualitative Rating	Numerical Score
100%	Very Satisfactory	3
Between 96 to 99%	Satisfactory	2
Between 90 to 95%	Acceptable	1
Below 90%	Poor	0

Indicator 10. Capacity Building for Government Personnel and Private Sector Participants

This indicator assesses capacity building programs instituted by the procuring entity for its personnel and for the suppliers/contractors/consultants who participate in its procurement processes. It verifies the existence of a system within the agency to evaluate performance of procurement personnel, the existence of permanent and relevant training programs for these personnel and their attendance to in-house or national training programs approved and conducted by GPPB, and the existence of regular activities initiated and conducted by the agency to inform and update bidders on public procurement.

Sub-Indicator 10a. There is a system within the procuring entity to evaluate the performance of procurement personnel

To ensure optimum performance of functions by procurement organizations and ensure operational efficiency and effectiveness, it is essential that the procuring entity regularly monitors work quality by establishing evaluation procedures to assess the performance of its procurement personnel, and communicate these standards for evaluation purposes. The results of the evaluation shall be the bases for the procuring entity to adopt appropriate measures to improve performance and quality of work.

This is verified by inquiring from the BAC Secretariat or Personnel Office for written copies of procedures or forms used for evaluating procurement performance outside of the regular assessment scheme used by the Civil Service Commission (CSC), and by attaching samples to the APCPI Self-Assessment Form.

Scoring criteria:

- a) There is a written procedure within the procuring entity in evaluating the performance of procurement personnel;
- b) Procuring entity communicates standards of evaluation to procurement personnel;
- c) Procuring entity acts on the results and takes corresponding action.

A score of full compliance means that the Procuring Entity has met all the above conditions (a to c). Substantial compliance refers to existence of conditions (a and b or c); partial compliance refers to the existence of condition (a) only, and not compliant refers to the absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 10b. Percentage of participation of procurement staff in annual procurement training

This is obtained by dividing the number of procurement staff personnel participating in annual staff training by the total number of procurement personnel and multiplying the amount by 100. *Annual staff training may include in-house procurement related training conducted by the agency for its procurement personnel down to the regional and provincial levels.* Copies of Office Orders, training modules, list of participants, schedules of actual training conducted may be attached to the evaluation report to substantiate this rating.

Scoring Range	Qualitative Rating	Numerical Score
Between 91-100% of staff trained	Very Satisfactory	3
Between 76-90% of staff trained	Satisfactory	2
Between 60-75% of staff trained	Acceptable	1
Less than 60% of staff trained	Poor	0

Sub-Indicator 10c. Agency has activities to inform and update bidders on public procurement

This is verified by asking for copies of the memos, invitation letters, programs, list of participants, schedules of activities for bidders, and attaching them to the Assessment Form. *Activities may take the form of regular workshops or dialogues conducted by the agency with its bidders to improve its procurement processes.*

Scoring Range	Qualitative Rating	Numerical Score
Compliant	Very Satisfactory	3
Not Compliant	Poor	0

Indicator 11 - Management of Procurement and Contract Management Records

This indicator assesses the manner by which an agency manages its procurement and contract management records and documents through the existence of policies, guidelines or procedures for the identification, classification, retrieval, transmission, storage, disposition, preservation and sharing of information and records such as the purchase requests, vouchers, invoices etc., as found in the *General Records Disposition Schedule*, attached in the *National Archive of the Philippines Circular 1&2* dated 20 January 2009. It should be noted that weaknesses in the record-keeping infrastructure have resulted in the poor collection of significant records that are not managed according to sound management practices and internal controls. At the same time, these pose risks to the preservation of the integrity of data and information, as well as possible unauthorized destruction or intentional loss of significant records and important original documents.

This indicator assesses the existence of records management policies and guidelines for procurement and contract management transactions at the BAC Secretariat and the

implementing units of the agency. Agency records should be readily accessible and available for audit and other purposes.

Sub-Indicator 11a. The BAC Secretariat has a system for keeping and maintaining procurement records

This is verified by asking for copies of the memos, procedures and description of the records keeping and maintenance system for procurement *using the following criteria.*

- a. There is a list of procurement related documents that are maintained for a period of at least five years;
- b. The documents are kept in a duly designated and secure location with hard copies kept in appropriate filing cabinets and soft copies in dedicated computers;
- c. The documents are properly filed, segregated, easy to retrieve and accessible to authorized users and audit personnel.

Full compliance means that the Procuring Entity has met all (a to c) in the above criteria. Substantial compliance refers to existence of two of the above conditions, partial compliance refers to the existence of only one, and not compliant refers to absence of all three conditions. Refer to the *General Records Disposition Schedule*, attached in the *National Archive of the Philippines Circular 1&2* dated 20 January 2009 as additional reference on the list of procurement related documents for record keeping and maintenance.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 11b. Implementing Units has and is implementing a system for keeping and maintaining complete and easily retrievable contract management records.

This is verified by asking for copies of the memos, procedures and description of the records keeping and maintenance system for contract management *using the following criteria.*

- a. There is a list of contract management related documents that are maintained for a period of at least five years;
- b. The documents are kept in a duly designated and secure location with hard copies kept in appropriate filing cabinets and soft copies in dedicated computers;
- c. The documents are properly filed, segregated, easy to retrieve and accessible to authorized users and audit personnel.

A score of full compliance means that the Procuring Entity has met all (a to c) of the above criteria. Substantial compliance refers to existence of two of the above conditions, partial compliance refers to the existence of only one, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Indicator 12 - Contract Management Procedures

Contract implementation covers the execution of the contract including the following milestones: effectivity of the contract; contractor's performance of his contractual obligations; Procuring Entity's performance of its contractual obligations, as specified in the Contract; final acceptance or project sign-off; all other related activities; and payment by the Procuring Entity.

Annexes D, E and F of the IRR of RA 9184 provide guidelines for the implementation of goods, services, infrastructure and consulting services contracts. In addition, the Philippine Biddings Documents and the Generic Procurement Manuals released by GPPB include the procedures for contract implementation.

This indicator aims to determine whether the agency has clearly defined procedures for undertaking contract administration responsibilities in accordance with appropriate rules and regulations issued by the GPPB and the government in general.

Sub-Indicator 12a. Agency has defined procedures or standards in such areas as quality control, acceptance and inspection, supervision of works and evaluation of contractors' performance.

Scoring criteria:

- a) Agency has written procedures for quality control, acceptance and inspection of goods, services and works;
- b) Supervision of civil works is carried out by qualified construction supervisors;
- c) Agency implements CPES for its works projects and uses results to check contractors' qualifications (applicable for works only).

Condition (a) is verified by asking for copies of the written procedures for quality control, acceptance and inspection of goods. Condition (b) is verified by asking for copies of completed CPES Evaluation Reports and agency orders creating the CPES Unit. For the procurement of infrastructure projects, one of the eligibility criteria provided for in Section 23.5.2.4 of the IRR is a satisfactory rating for the Constructors Performance Evaluation System (CPES) and/or certificate of completion and owners acceptance of the contract. Section 12 of Annex E of the IRR discusses the details of the evaluation of constructors' performance. Condition (c) is verified by asking copies of the written procedures for supervision of civil works projects.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of two of the above conditions, partial compliance refers to the existence of only one, and not compliant refers to absence of all three conditions. If the agency does not implement infrastructure projects, it shall report that conditions b and c are not applicable. Thus, in the absence of civil works

projects, compliance with condition (a) shall be the basis for a rating of 3 and noncompliance with condition (a) shall have a rating of 0.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 12b – Agency complies with the thresholds prescribed for amendments to order, variation orders, advance payment, and slippage in publicly bid contracts.

This sub indicator shall examine procuring entity’s compliance with the following:

- a) On the conditions of amendments to orders particularly on the amount of amendment to order or the variation orders issued for each of the procurement contract, particularly if said orders (its aggregate value, if several amendment to order or variation orders were issued in one procurement contract) exceeded the 10% limitation under the contract implementation guidelines. The total number of contracts with amendment to order or variation orders shall be reported in Column 13 of the CPMR.
- b) On the rules on advance payment particularly on the amount of advance payment not to exceed fifteen percent (15%) of the contract amount.
- c) By reviewing the implementation schedule in the procurement contract, the procuring entity will determine the number of contracts that exceeded the schedule of implementation as indicated in the contract (negative slippage), inclusive of any time extensions. Negative slippage is computed by subtracting the scheduled number of days of completion from the actual number of days of project completion; the difference will be divided by the scheduled number of days of completion. There shall be negative slippage if the quotient has a negative value. The total number of contracts with negative slippage shall be reported in Column 12 of the CPMR.

Scoring Criteria:

- a) Amendments to order or variation orders, if any, are within ten percent (10%) of the original contract price;
- b) Advance payment(s) made does/do not exceed fifteen percent(15%) of the contract amount;
- c) Goods, works and services are timely delivered.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of two of the above conditions, partial compliance refers to the existence of only one, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 12c - Timely Payment of Procurement Contracts

This indicator assesses the efficiency, quality and consistency of the payment procedures through the timely release of payments within the time frame prescribed under the contract documents from date of receipt of invoice to receipt of payment based on sample contracts reviewed as supported by Disbursement Vouchers, Receipts of Payments and other related documents. If the BAC Secretariat finds the time for payment to exceed 30 days, it shall note the reasons provided by the responsible office in the appropriate column in the Assessment Form⁸.

This sub-indicator is verified by asking the Finance or Accounting Head of Agency for the normal period for the release of payments for procurement contracts *and comparing the time frames with those normally found in the contract documents of the sampled contracts*. Where release of procurement related payments is outside the control of the Procuring Entity, the Head of the BAC Secretariat should explain this in the comments portion of the Assessment Form.

Scoring Range	Qualitative Rating	Numerical Score
On or Before 30 days	Very Satisfactory	3
Between 31-37 days	Satisfactory	2
Between 38-45 days	Acceptable	1
After 45 days	Poor	0

PILLAR IV. Integrity and Transparency of the Agency Procurement System

Pillar IV looks at indicators of the procurement system that contribute to integrity and transparency.

Indicator 13 - Observer Participation in Public Bidding

Section 13 of RA 9184 mandates the BAC to invite at least two observers in all stages of the public bidding process that shall come from a duly recognized private group in a sector or discipline relevant to the procurement at hand and from a non-government organization (NGO), apart from the COA representative. This indicator shall assess whether there is active participation of civil society organizations, professional associations and the COA representative in the agency bidding activities as non-voting members of the BAC and as mandated by law to ensure transparency. If there are no civil society professional association or COA representative as observers attending its public bidding activities, despite invitations and follow-up, the BAC Secretariat shall

⁸ Take into account instances when payment delays are due to Notice of Cash Allocation (NCA) delays. If this is the case, reflect in the comments and findings section of the APCPI Self-Assessment Form. (Refer to 3rd column of Annex "A" of the APCPI User's Guide").

explain this in the appropriate column in the Assessment Form (Annex A). The BAC Secretariat shall use the data in Column 15 of the CPMR for this indicator.

Sub-Indicator 13a. Observers are invited to all stages of every public bidding activity.

This is verified by asking for copies of invitation letters to Observers and duly received by them, and attaching samples to the evaluation report.

It must be noted that a single instance of failure to invite observers will mean non-compliance with a numerical score of zero.

Scoring Range	Qualitative Rating	Numerical Score
Compliant	Very Satisfactory	3
Not Compliant	Poor	0

Sub-Indicator 13b. Percentage of attendance of Observers in public bidding activities

This is verified by looking for minutes of BAC meetings where these representatives attended. The percentage of their attendance is computed by dividing Column 15 with Column 3 of the CPMR, and multiplying this by 100.

For this sub indicator:

Sub total No. of Contracts with Observers attending (Column 15)
 ----- X **100**
Sub total of number of procurement activities through public bidding (Column No. 3)

Scoring Range	Qualitative Rating	Numerical Score
90- 100%	Very Satisfactory	3
Between 80-89%	Satisfactory	2
Between 70-79%	Acceptable	1
Below 70%	Poor	0

Indicator 14. Internal and External Audit of Procurement Activities

This indicator aims to examine the existence of formal internal control and audit mechanisms that provide for checks and balances within an agency for processing of procurement actions in terms of the appropriate organization and procedures. This is measured by the presence or absence of such unit within the agency and the conduct of regular internal audit of procurement processes.

This indicator also aims to assess the extent to which the agency complies with the recommendations of the Commission on Audit (COA) within a reasonable period. The BAC Secretariat shall review the recommendations of their resident COA on procurement related matters, and determine the length of time it took to act upon these recommendations.

Sub-Indicator 14a. Creation and operation of Internal Audit Unit as prescribed by the DBM (Circular Letter No. 2008-5, April 14, 2008)

This existence of the Internal Audit Service/Unit (IAS) or Management Division/Unit (MD) is verified by checking compliance to the provisions of the DBM Circular in terms of the following criteria:

- a. It reports directly to the HOPE and is staffed appropriately;
- b. It conducts comprehensive audit of agency activities on matters relating to management control and operations, reviews and appraises systems and procedures, organizational structure, asset management practices, financial management records and performance standards and analyzes and evaluates management deficiencies and recommends realistic courses of action for its improvement.

Copies of the agency order creating the internal audit unit and the organizational structure showing where the unit is attached to in the agency are important supporting documents.

This sub indicator shall also examine the operations of the IAS/MD. This is verified by asking the Head of the Internal Audit Unit if regular audits of procurement processes are conducted if their audit recommendations were implemented within 6 months after submission of their report. Copy of audit report, action plan and documentation of the internal audit recommendations shall be included as supporting documents.

Scoring Criteria:

- a) Creation of Internal Audit Unit as prescribed by the DBM (Circular Letter No. 2008-5, April 14, 2008);
- b) Conduct of regular audit of procurement processes and transactions by internal audit unit; and/or
- c) Internal audit recommendations on procurement-related matters are implemented within 6 months of the submission of the auditor's report.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of criterion (a) plus an additional condition, partial compliance refers to the existence of condition (a) only, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Sub-Indicator 14b. Agency Action on Prior Year's Audit Recommendations (APYAR) on procurement related transactions.

The BAC Secretariat shall confer with its agency Auditor and look at its Annual Audit Report of the previous year to identify procurement related recommendations that that have been complied with.

Scoring Range	Qualitative Rating	Numerical Score
90% compliance	Very Satisfactory	3
Between 71-89% compliance	Satisfactory	2
Between 61-70% compliance	Acceptable	1
Below 60% compliance	Poor	0

Indicator 15. Capacity to Handle Procurement Related Complaints

This indicator deals specifically with the question of the efficiency of the procurement complaints system and the procuring entity's capacity to observe procedural requirements under the IRR specifically on protest mechanism. This indicator also examines the receptiveness and willingness of the procuring entity to address and act upon complaints, referrals, orders, or requests made by quasi-judicial/quasi administrative body relative to procurement.

Sub-Indicator 15a. The Procuring Entity has an efficient procurement complaints system and has the capacity to comply with procedural requirements

This is verified by checking the records of the BAC Secretariat as well as office orders. If there are Requests for Reconsideration and Protests, the average number of days to resolve them must be included in Column 17 of the CPMR.

Scoring Criteria:

- a) The BAC and the HOPE resolved Requests for Reconsideration and Protests within seven (7) calendar days as per Section 55 of the IRR and decisions;
- b) Decisions on Protests are submitted to GPPB;
- c) Procuring entity acts upon and adopts specific measures to address procurement-related complaints, referrals, subpoenas by the Omb, COA, GPPB or any quasi-judicial/quasi-administrative body.

A score of full compliance means that the Procuring Entity has met all the conditions (a to c). Substantial compliance refers to existence of two (2) of the above conditions, partial compliance refers to the existence of only one condition, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

Indicator 16. Anti-Corruption Programs Related to Procurement

This indicator assesses the existence, nature and scope of the anti-corruption programs in the agency's procurement system. This indicator is measured by the existence of agency wide anti-corruption programs such as the Integrity Development Action Plan (IDAP) supervised by the Office of Deputy Executive Secretary for Legal Affairs ⁹ and the Integrity Development Review (IDR) of the Office of the Ombudsman, among others.

Sub-Indicator 16a. Agency has a specific anti-corruption program/s related to procurement

This is verified by requesting for copies of the agency IDR or IDAP evaluation reports or such other documents showing agency policies and programs for good governance which includes procedures for detection and prevention of corruption associated with procurement.

Scoring Criteria:

- a) Agency has a specific good governance program including anti-corruption and integrity development;
- b) Agency has a specific office responsible for the implementation of good governance programs;
- c) Agency has specific policies and procedures in place for detection and prevention of corruption associated with procurement.

A score of full compliance means that the Procuring Entity has met all the above conditions (a to c). Substantial compliance refers to existence of condition (a) plus any of the other conditions, partial compliance refers to the existence of only one condition, and not compliant refers to absence of all three conditions.

Scoring Range	Qualitative Rating	Numerical Score
Fully Compliant	Very Satisfactory	3
Substantially Compliant	Satisfactory	2
Partially Compliant	Acceptable	1
Not Compliant	Poor	0

⁹ Executive Order No. 13 entitled Abolishing the Presidential Anti-Graft Commission and Transferring Its Investigative, Adjudicatory and Recommendatory Functions to the Office of the Deputy Executive Secretary for Legal Affairs, Office of the President dated 15 November 2010.