Those wishing to submit comments or questions, or to obtain additional information on procurement under Bank-financed projects, are encouraged to contact:

Procurement & Fiduciary Services Department (ORPF)
African Development Bank (www.afdb.org)
Temporary Relocation Agency – Tunis (Tunisia)
13 Avenue du Ghana
BP. 323, 1002 Tunis-Belvedere
Tunisia
Tel.: +216 – 7110 2027
Fax: +216 – 7183 3944
e-mail: procurementpolicy@afdb.org

Procurement & Fiduciary Services Department (ORPF)
African Development Bank (www.afdb.org)
Headquarters – Abidjan (Côte d'Ivoire)
5 Avenue Joseph Anoma
01 B.P. 1387, Abidjan 01
Côte d'Ivoire
Tel.: +225 - 2020 4444
Fax: +225 - 2021 7753
e-mail: procurementpolicy@afdb.org
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Acronyms

ADF - African Development Fund
ADB - African Development Bank (also AfDB)
BER - Bid Evaluation Report
CPAR - Country Procurement Assessment Report
DAC - Development Assistance Committee
GPN - General Procurement Notice
ICB - International Competitive Bidding
ISH - International Shopping
ITB - Invitation to Bid
LIB - Limited International Competitive Bidding
MAPS - Methodology for Assessing Procurement Systems
MDB - Multilateral Development Banks
NCB - National Competitive Bidding
NGO - Non-Governmental Organization
NSH - National Shopping
NTF - Nigeria Trust Fund
OECD - Organization for Economic Co-operation and Development
ORPF - Procurement and Fiduciary Services Department
RMC - Regional Member Country
SBD - Standard Bidding Documents
SHL - Shortlist
UCPS - Use of Country Procurement Systems
UNDB - United Nations Development Business Journal
Definitions

The African Development Bank Group comprises the African Development Bank (ADB), the African Development Fund (ADF), and the Nigeria Trust Fund (NTF). For the purpose of this report, the Bank Group is hereafter referred to as “the Bank” unless otherwise specified. “Regional Member Countries” in this report refer to Bank’s member countries in Africa while “Non Regional Member Countries” refer to those member countries of the Bank that are outside Africa. Similarly, “Region” in this report refers to the African continent unless the context otherwise requires. "Borrower" means a party to a Financing Agreement with the Bank and includes the Borrower in a loan agreement with the Bank or the recipient of any other type of Financing from the Bank. Financing from the Bank in the context of this report shall mean Sovereign Guaranteed Loans or Grants or Technical Assistances provided by ADB, ADF, NTF or other funds administered by the Bank.
Preface

Good procurement is critical to ensuring effectiveness of development projects. The African Development Bank Group (the Bank), working closely with other Multilateral Development Banks (MDBs), has been making continuous efforts to streamline the policy and procedures for procurement in order to improve the quality, efficiency and transparency of the procurement for its projects across the region. The Procurement and Fiduciary Services Department (ORPF) of the Bank has prepared annual procurement reports over the years to keep the Member Countries of the Bank, the Senior Management, the offices of the Executive Directors, the business community, the Civil Society and the general public informed of the progress of such efforts as well as the performance of procurement by the Borrowers for projects financed by the Bank. This report is presented in a new form with enriched contents which we hope will be found useful by all stakeholders, clients, and development partners of the Bank.

The contracts referred to in this report are those approved by the Bank and signed by the Executing Agencies in 2011. The information in the report is correct till the date of the extraction of the data from the Project Management System\(^1\) on 9\(^{th}\) November 2012. It may be mentioned, however, that data entered for a given period evolves over time as the Task Managers enter new data into the system. Where appropriate, some obviously wrong raw data has been corrected based on secondary information and careful verification. Where deemed necessary, some sections in this report have been based on sample data with some indications regarding the selection and the size of the samples. Some of the contracts that are mainly paid through Special Accounts do not appear in this report. These are essentially small value contracts. While their number is large, their value is small and not likely to affect significantly the findings of this report.

To help us to further improve the quality of our Annual Procurement Report and make it more useful and relevant in the future, we welcome feedback from our readers. Comments and suggestions may be sent to procurementpolicy@afdb.org.

Vinay Sharma
Director, Procurement and Fiduciary Services Department

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\(^1\) Project Management System or commonly referred to as SAP-PMS within the Bank, is a database updated by the Operations Departments as the contracts are approved. SAP is the Enterprise Management System used by the Bank.
Executive Summary

As the Bank progressively increases its operations to address pressing development challenges facing the Regional Member Countries (RMCs), the business volume of procurement for Bank financed projects follows the same trend. In 2011, a total of 2,421 contracts were approved by the Bank and awarded by borrowers in RMCs across the region with total value of approximately US$2,341 million up 2% from 2010 and 11.6% from 2009. Of the total contract amount awarded in 2011, US$296 million or 12.6% were for procurement of goods, US$1,861 million or 79.5% were for works and US$184 million or 7.9% for consulting services.

79% of the total amount of contract awards in 2011 was for transport, power, water supply and water sanitation projects reflecting the Bank’s strategic focus on the development of infrastructure in Africa and the increased approval of operations in these areas in recent years. The large share of contract amount is also due to the fact that cost for infrastructure projects, particularly those in the power sector, are comparatively higher than those for agriculture and social sectors.

In 2011, Regional contractors and suppliers for civil works, goods and consulting services received 2,224 (92%) contracts while only 196 contracts (8%) were awarded to the firms or individuals from Non-Regional countries. In terms of contract value, however, such firms from non-regional countries obtained a larger share of the total business volume amounting to US$ 1,294 million (55%) compared with US$ 1,047 million (45%) awarded to entities from Regional countries. A positive note is that the 45% share of the contracts received by Regional firms in 2011 is a significant increase from the previous 38.87% in 2010 and 39.06% in 2009.

The top 5 countries with the largest share of goods contracts are Italy (US$56 million), Tunisia (US$42 million), India (US$ 25 million), Belgium (US$22 million) and Portugal (US$ 21 million). For works contracts, the top 5 countries are China (US$ 531 million), Tunisia (US$ 247 million), France (US$ 119 million), Kenya (US$ 96 million) and Uganda (US$ 89 million). The top 5 winners of consulting services are Canada (US$ 33 million), France (US$ 27 million), Kenya (US$ 12 million), Germany (US$ 11 million) and India (US$ 10 million).

As of December 31, 2011, about 40.01% of the total amount committed under the contracts awarded in 2011 had been disbursed. By the same date, contracts awarded in 2010, 2009 and 2008 had been disbursed by 60.70%, 80.81% and 88.69% respectively.
In its efforts to streamline its procurement and fiduciary functions and to improve service efficiency and quality to its clients, the Bank’s Procurement and Fiduciary Services Department (ORPF) took a series of actions in 2011. Major actions included: (1) preparing a staff guide entitled “Procurement Risks Assessment and Management (PROCRAM)”, (2) launching the Fiduciary clinics (FC) initiative, (3) drafting the Procurement Procedural Guidelines (PPG) and updating the Procurement Annex of Projects’ Appraisal Report, (4) formulating the Procurement-Specific Capacity Development Strategy (PCDS), (5) reviewing Borrower countries bidding procedures with a view to allow their use in National Competitive Bidding (NCB), (6) implementing the Guideline for Procurement in Private Sector Operations and Public Private Partnership (PPP) Guidelines for Public and Private Sector Operations. Most of the above actions have been completed and the remaining will be issued in the first quarter of 2013.

In 2011, ORPF continued to improve the efficiency in procurement by building up the internal capacity and the capacity of the executing agencies of the Borrowers. Significant reduction in time taken for procurement has been observed in 2011. However there is still room for further improvement in order to meet the efficiency target set by ORPF. In terms of transparency, more than 99% of the internationally bid contracts, were advertised through the Bank’s website in the form of Procurement Notices.

In 2011, ORPF also continued to take measures to ensure adequate competition in procurement for Bank financed projects. For goods, more than 97% of the contracts both in terms of value and number were awarded through open competition; for works, this figure was almost 100% while for consulting services, 79% of the contracts by number and 89% in terms of value were awarded using competitive selection methods. The slightly higher percentage of contract awards through direct negotiation for consulting services, 21% in number and 11% in value, is largely due to the facts that in consulting services, assignments often have extremely tight timeline and or require unique expertise.

An initial assessment on the justifications and possible impact of use of country systems is done in this report. The preliminary findings include: (1) high success rate of national bidders in some of the Regional Member Countries in international competitive biddings, particularly in biddings for works contracts; (2) international competitive bidding procurement time (median) took at least 20% more than national competitive bidding; (3) high concentration of contract awards on lower end of price range. These findings provide balanced inputs to the deliberation of the proposal for raising the national competitive bidding threshold for use of country system. A further study is recommended to look into the details behind these findings. The study should
also examine the borrower’s capacity and market capacity as these are also key factors that should be considered in using the country systems, particularly when an enhancement of competitive bidding threshold is proposed.

Accurate, timely and complete data recording in the Project Management System\(^\text{2}\) is not only essential for preparing procurement reports and policy analysis, but also crucial for the Bank and its staff to perform its role in procurement fiduciary management by closely monitoring the procurement activities carried out by the Borrowers. As procurement data is mainly entered into the system by the project Task Managers, adequate training should be provided to such staff to ensure that they enter the data correctly. The PAS-PMS of SAP system is now undergoing a functional upgrade and ORPF is working with the SAP upgrade team to ensure that the new system is designed to be more user-friendly with more analytical capabilities.

\(^{2}\) SAP-PMS system.
1. Introduction

1.1 Purpose

This Annual Procurement Report (the Report) is prepared by the Procurement and Fiduciary Services Department (ORPF) of the African Development Bank (the Bank) to inform all stakeholders with relevant information on the procurement activities in 2011 concerning projects financed by the African Development Bank Group. It is hoped that this report will be found particularly useful by the Member Countries of the Bank, the Senior Management, the offices of the Executive Directors, the business community, the Civil Society and the general public. The information provided in this report may also be used for evaluating the procurement performance of the Bank’s portfolio and identify areas for improvement.

1.2 Scope

The report covers all contracts awarded by the borrowers in 2011 for Goods, Works, and consulting services for projects financed in whole or in part by the Bank and for which no-objection was given by the Bank. The source of the data is the SAP-PMS (Project Management System) of the Bank where information for contracts is entered by the Task Managers. The procurement for these contracts were carried out by the borrowers of the Bank in accordance with the Bank’s “Rules and Procedures for Procurement of Goods and Works” or “Rules and Procedures for the Use of Consultants” (hereafter may be collectively referred to as “Rules and Procedures”), depending on the type of the procurement. For projects that are partially financed by the Bank, the procurement value included in this report reflects the amount that is financed by Bank. This report does not cover procurement under policy-based lending\(^3\) or private and non-sovereign guaranteed loans, lines of credit, debt relief, private equity participations and Special Fund allocations\(^4\). The contracts also do not include some paid for through the Special Accounts being kept by the projects. Such contracts, though large in number, are generally small in value and their exclusion will not materially affect the results of the various analyses in the report.

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\(^3\) Since the mid-1980s, the need for structural reforms called for the introduction of a different mechanism to ensure faster-disbursing and policy-based loans. This led to the introduction of Structural Adjustment Programmes at the macro-economic level, and Sectorial Adjustment Programs at the sectorial level via Structural Adjustment Loans (SALs) and Sectorial Adjustment Loans (SECALs). Policy-based lending accounts for 39.9% of the Bank’s total lending to Middle-Income Countries in the region.

\(^4\) UA 1.59 billion was directed towards debt relief, private equity participations and Special Fund allocations, accounting for 27.8% of the Bank’s total approval of UA 5.72 billion for new operations in 2011 (Source: African Development Annual Report 2011, Chapter 2 Section 2).
This report also does not cover contracts financed through the Administrative or Capital Budgets of the Bank. The data on contract awards shown in most parts of this report are based on the value of the contracts at signature. Reduction or increase in the original contract amount through contract amendments are dealt with separately in Section 2.6 on contract amendments.

For the purpose of this report, unless otherwise specified in the contents, the time taken for procurement is defined as the time elapsed from the receipt of the first draft bidding document from the borrower for review and approval by the Bank to signing of the contract by the borrower. The time unit is calendar day unless otherwise indicated.

The Bank uses a unit of account (the “Unit of Account” or “UA”) equivalent to the IMF’s Special Drawing Right (SDR) as its reporting currency. The value of the SDR varies from day to day. For the purposes of this report, however, the values are expressed in United States Dollars (USD).5

An overall analysis of the procurement performance in 2011 is provided in Chapter 2, followed by highlights in Chapter 3 of major measures taken by ORPF during the year for improving procurement governance and capacity; Chapter 4, 5 and 6 further address the four general considerations in the Bank’s Rules and Procedures as discussed below in Section 1.3. Chapter 7 provides a preliminary assessment on International Competitive Bidding (ICB) vs. National Competitive Bidding (NCB) and offers a set of factual and balanced inputs to further studies on use of country systems. The Report concludes with some practical recommendations for future actions.

1.3 General Considerations, Procedures and Criteria for Contract Award

The Charters of the African Development Bank, the African Development Fund and the Nigeria Trust Fund give the Bank a fiduciary responsibility to ensure that the proceeds of its loans are used only for specified purposes, with due attention to economy and efficiency and without regard to political and other non-economic influences and considerations. To carry out this responsibility, the Bank oversees Borrowers’ use of Bank funds to procure goods, works and services. The Bank’s ability to raise financial resources from its member countries and in the capital markets also depends in part on the impartial administration of this procurement. Accordingly, the Bank

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5 The conversion rates of the ADB, ADF and NTF Unit of Account (UA) to US Dollar for various years are as follows [Source: ADB 2011 Annual Report, Table 0.1]:

<table>
<thead>
<tr>
<th>Year(s)</th>
<th>Conversion Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>1.50440</td>
</tr>
<tr>
<td>2007</td>
<td>1.58025</td>
</tr>
<tr>
<td>2008</td>
<td>1.54027</td>
</tr>
<tr>
<td>2009</td>
<td>1.56769</td>
</tr>
<tr>
<td>2010</td>
<td>1.54003</td>
</tr>
<tr>
<td>2011</td>
<td>1.53527</td>
</tr>
</tbody>
</table>
has established rules for the use of its loans and for supervising the execution of projects it helps to finance.

Four considerations guide these rules: (a) ensuring economy and efficiency in project implementation including the procurement of goods, works and services financed by the Bank, as mandated by the Articles; (b) giving eligible bidders a fair opportunity to compete in procurement; (c) encouraging the development of domestic and regional industries and consulting services - in borrowing countries; and (d) providing for transparency in the procurement process.

The policies, which are endorsed by the Bank’s Executive Board, are set out in the “Rules and procedures for Procurement of Goods and Works” and “Rules and Procedures for the Use of Consultants”. These apply equally when procurement is carried out by the Borrowers, their agents or other intermediaries such as the United Nations Agencies on behalf of the Borrower.

The Rules and Procedures emphasize that open competition is the basis for efficient public procurement. In most cases of procurement for goods or works, International Competitive Bidding (ICB), properly administered, and with the allowance for preferences for domestically or regionally manufactured goods or for domestic or regional contractors for works under prescribed conditions is the preferred method. Where ICB is not appropriate, other methods of procurement for goods and works such as Limited International Competitive Bidding (LIB), National Competitive Bidding (NCB) or Shopping may be used. For procurement of consulting services, the Quality-and-Cost-Based-Selection (QCBS) is standard procedure for the majority of consultants’ recruitments unless other selection methods such as Quality-Based-Selection (QBS), Fixed-Budget Selection (FBS), Least-Cost-Selection (LCS), Consultant Qualification Selection (CQS) or Single Source Selection (SSS) are justified. While QBS and CQS consider technical merit as the sole factor in selecting consultants, all other selection methods take cost into account at various degrees for the decision of contract award.

The African Development Fund (ADF) permits firms and individuals from all countries to offer goods, works and services for projects it finances. However, the proceeds of any Financing undertaken in the operations of the African Development Bank (ADB) and the Nigeria Trust Fund (NTF) can be used for procurement only from bidders from the Bank member countries.
2. **ANALYSIS OF CONTRACT DATA OF 2011**

2.1 **Trend in Business Volume**

The total value of contract awards in 2011 by the borrowers for projects financed by the Bank is US$2,341 million for 2,421 contracts. A steady and gradual upward trend (Figure 2.1) over the past 6 years has been observed except for 2007 when an exceptionally high volume was recorded due to 4 unusually large power equipment contracts signed by the borrower during the year\(^6\). The business volume in terms of the number of contracts also followed the similar trend except for a slight decrease in 2011 which is normal as the number of contract awards may vary over time due to the change in the size of the contracts.

![Figure 2.1 Contract Awards for Project-lending (2006 – 2011)](image)

Further breakdown by the type of procurement, i.e. goods, works and consulting services are shown in Figure 2.2, 2.3, and 2.4 respectively. While the business volume of goods contracts fluctuated over the years with an exceptional high value in contract awards in 2007 as explained

\(^6\) The exceptional volume in 2007 was due to 4 large contracts with a total amount of US$ 2,749, signed by the borrower in 2007 and retroactively approved by the Bank in 2010 for a power sector project in South Africa after the Bank thoroughly reviewed the contract and bidding process and was convinced that the advanced action by the borrower met the requirements of the Bank.
above (and in footnote 6) and a relatively low volume of US$295 million for 521 contracts in 2011, the volume of contract award for works (Figure 2.3) increased significantly both in terms of value and number of contracts from US$1,363 million for 900 contracts in 2009 to US$1,861 million for 1,438 contracts in 2011 reflecting the Bank’s strategic priority to address the infrastructure deficit in the region. Consulting services contract awards (Figure 2.4) also followed a general increasing trend from US$139.6 million in 2009 to US$184 million in 2011 but a relatively high value of total contract awards in 2008 in comparison with 2007 and 2009 due to the need for consulting services for preparing a large volume of new projects to be approved in 2009 when the Bank stepped into play a countercyclical role in response to the global economic crisis. Table 2.1 summarizes the breakdown of procurement volume for goods, works and consulting service for the past 3 years from 2009 to 2011.

**Figure 2.2 Goods Contract Awards for Project-lending (2006 – 2011)**
Figure 2.3 Works Contract Awards for Project-lending (2006 – 2011)

Figure 2.4 Consulting Services Contract Awards for Project-lending (2006 – 2011)
Table 2.1  Procurement of Goods, Works and Consulting Service in 2009-2011

<table>
<thead>
<tr>
<th>Number of Contracts</th>
<th>Goods</th>
<th>Works</th>
<th>Consulting Services</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>756</td>
<td>900</td>
<td>628</td>
<td>2 284</td>
</tr>
<tr>
<td>2010</td>
<td>759</td>
<td>1 152</td>
<td>589</td>
<td>2 500</td>
</tr>
<tr>
<td>2011</td>
<td>521</td>
<td>1 438</td>
<td>462</td>
<td>2 421</td>
</tr>
<tr>
<td>Amount average (million USD)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>0.788</td>
<td>1.514</td>
<td>0.222</td>
<td>0.919</td>
</tr>
<tr>
<td>2010</td>
<td>0.550</td>
<td>1.471</td>
<td>0.307</td>
<td>0.917</td>
</tr>
<tr>
<td>2011</td>
<td>0.568</td>
<td>1.294</td>
<td>0.398</td>
<td>0.967</td>
</tr>
<tr>
<td>Total amount (million USD)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>596.073</td>
<td>1,362.557</td>
<td>139.654</td>
<td>2,098.283</td>
</tr>
<tr>
<td>2010</td>
<td>417.439</td>
<td>1,694.874</td>
<td>180.956</td>
<td>2,293.270</td>
</tr>
<tr>
<td>2011</td>
<td>295.964</td>
<td>1,861.125</td>
<td>184.039</td>
<td>2,341.127</td>
</tr>
</tbody>
</table>

2.2 Pattern of Procurement by Borrowers

In 2011, about 96.5% of the total value of the contracts (excluding contracts for multinational projects) was awarded by Borrowers in 20 RMCs as shown in Figure 2.5. As expected, the contract awards followed largely the level of Borrowing for investment projects by countries.

Figure 2.5 Top twenty 2011 Contracts Awards in millions USD by borrowers
2.3 Patterns of Procurement by Sector

In terms of value, 79% of the total amount of contract awards in 2011 was for transport, power, water supply and water sanitation projects (Figure 2.6) reflecting the Bank’s strategic focus on the development of infrastructure in Africa and the increased approval of operations in these areas in recent years, particularly in 2011. The large share of contract amount is also due to the fact that cost for infrastructure projects, particularly those in the power sector, are comparatively higher than those for agriculture and social sectors. Table 2.2 shows the breakdown of contracts award in 2011 by sector.

![Figure 2.6 2011 Contract Awards in value by Sector](image)

Table 2.2 Contract Award in 2011 by Sector

<table>
<thead>
<tr>
<th>Sector</th>
<th>Number of Contracts</th>
<th>Total amount (millions USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>980</td>
<td>330.570</td>
</tr>
<tr>
<td>Environment</td>
<td>44</td>
<td>11.168</td>
</tr>
<tr>
<td>Finance</td>
<td>9</td>
<td>7.291</td>
</tr>
<tr>
<td>Ind/Mini/Quar</td>
<td>17</td>
<td>1.354</td>
</tr>
<tr>
<td>Multi-Sector</td>
<td>85</td>
<td>14.131</td>
</tr>
<tr>
<td>Power</td>
<td>49</td>
<td>437.186</td>
</tr>
<tr>
<td>Social</td>
<td>825</td>
<td>131.074</td>
</tr>
<tr>
<td>Transport</td>
<td>198</td>
<td>1,206.520</td>
</tr>
<tr>
<td>Water Sup/Sanit</td>
<td>214</td>
<td>201.832</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,421</strong></td>
<td><strong>2,341.127</strong></td>
</tr>
</tbody>
</table>
2.4 Distribution of Contract Awards between Regional and non-Regional Firms

In 2011, Regional contractors, suppliers and consultants for civil works, goods and consulting services received 2,224 (92%) contracts while only 196 contracts (8%) were awarded to the firms or individuals from Non-Regional countries. In terms of contract value, however, such firms from non-regional countries obtained a larger share of the total business volume amounting to US$ 1,294 million (55%) compared with US$ 1,047 million (45%) awarded to entities from Regional countries (Figure 2.7).

Figure 2.7 Regional vs. Non-Regional Contract Awards

![Graph showing distribution of contract awards between Regional and non-Regional firms.]

The share of the contracts received by Regional firms has increased significantly in 2011 to nearly 45% from the previous 38.86% in 2010 and 39.06% in 2009 (Figure 2.8). As mentioned earlier in the report, the data used in the chart above does not include many small value contracts which are paid for using Special Accounts and which are almost entirely awarded to local firms or individuals. The total share of regional firms in contract awards, therefore, could be higher than what is indicated in Figure 2.7 and Figure 2.8.
In 2011, the top 5 contract winners for supplying goods were Italy, Tunisia, India, Belgium, and Portugal (Figure 2.9). The top 2 winners Italy and Tunisia supplied goods mainly in the power and agriculture sectors. India provided goods for social sector as well as in power and agricultural sectors. Belgium is the winner in finance sector and Portugal supplied goods for power and water supply projects.

**Figure 2.9 Top 5 Goods Contract Awards in 2011 by Supplier Country**

For civil work contracts, the top 5 winners were China, Tunisia, France, Kenya and Uganda (Figure 2.10). The contracts awarded to Chinese bidders are mainly for civil works for transport, water supply and sanitation projects. Tunisian contractors won contracts almost in all sectors, but mainly for power, transport and agricultural projects. French contractors worked mainly in power
and transport sectors and bidders from Kenya and Uganda won contracts in almost all sectors for projects carried out in their own respective countries.

**Figure 2.10 Top 5 Works Contract Awards in 2011 by Supplier Country**

For consulting services, the top 5 winners are Canada, France, Kenya, Germany and India (Figure 2.11).

**Figure 2.11 Top 5 Consulting Services Contract Awards in 2011 by Supplier Country**

Of the Bank’s 53 regional member countries, 10 appear in the top 20 contract winners list (Figure 2.12), the remaining 10 are from Europe and Asia. The top 20 account for more than 90% of the total contract award value. These indicators suggest a need for more balanced development of local
industry in the region and more effective outreach actions to attract competition from other non-regional member countries.

Figure 2.12 2011 Contract Awards by Supplier Country - Top 20 by total amount (millions USD)

In terms of number of contracts received, the top 5 winners were all African nations (Figure 2.13) and among the top 20 nations, 18 are from within the region. However, it should be mentioned that most of the regional firms tend to win large number of contracts with a relatively small average value. In many cases, small contracts are justified by the specific local circumstances and may be good for promoting small business. On the other hand it may also suggest a need for a further study on proper packaging of procurement contracts to encourage more competition and to increase time efficiency and cost effectiveness.
The largest single contract awarded in 2011 was valued at US$79.81 million. It was awarded to a Netherland firm for a transport project for multinational project in the region. The largest contract awarded to the business within the region was an US$37.69 million contract won by an Egyptian contractor for works under a regional transport project. A Canadian firm was awarded the largest consulting services contract of US$ 8.26 million for supervision of a power project in Ethiopia and the largest consulting service contract won by a regional firm was a contract valued at US$ 4.13 million awarded to a Kenyan consulting firm for capacity building under a water supply and sanitation project in Kenya.

2.5 Types of Contracts (Goods, Works, Consulting Services)

Contracts for civil works continued to account for the largest share in all contracts awarded in 2011 and with a significant increase both in terms of number and value over the years reflecting the Bank’s strategic focus on infrastructure and the increasing amount of operations in this sector. 1,438 contracts for works were awarded in 2011 with a total value of US$1,861 million which account for 59% in number and 79% in value of all contracts awarded in 2011; 521 contracts valued at US$296 million are awarded for goods account for 22% in number and 13% in value; while the corresponding figures for consulting services were 462 or 19% in number and US$184 million or 8% in value (Figure 2.14).
2.6 Contract Amendments

Amendments are most common in works and consultancy contracts and usually depend on the length and the complexity of the contracts. The need for such amendments is due to a large number of factors including the accuracy of cost estimate, adequacy of the specifications, quality of the project design and supervision and other unexpected factors arising from executing the contract.

A total of 170 contract amendments were approved in 2011 for a total amount of US$55.42 million (Table 2.3). Most contract amendments were made in the contracts for civil works amounting to a net⁷ amount of US$49 million or 88.43% of all contract amendments made during the year.

<table>
<thead>
<tr>
<th></th>
<th>Number</th>
<th>Share of total nb of amendments</th>
<th>Amount (millions USD)</th>
<th>Share of total amount of amendments</th>
</tr>
</thead>
<tbody>
<tr>
<td>GOODS</td>
<td>32</td>
<td>18.82%</td>
<td>3,731</td>
<td>6.73%</td>
</tr>
<tr>
<td>WORKS</td>
<td>101</td>
<td>59.41%</td>
<td>49,009</td>
<td>88.43%</td>
</tr>
<tr>
<td>CONSULTING SERVICES</td>
<td>37</td>
<td>21.76%</td>
<td>2,683</td>
<td>4.84%</td>
</tr>
<tr>
<td>Total</td>
<td>170</td>
<td>100.00%</td>
<td>55,423</td>
<td>100.00%</td>
</tr>
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</table>

As indicated in Table 2.4, nearly 59% of the amendments are within 20% of the original contract value. However, Figure 16 and 17 only present the contract amendments done in 2011 and do not cover all contract amendments during the entire life of the contracts awarded during or before 2011.

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⁷ Contract amendment involved both increase and reduction in original contract amount.
A separate study needs to be undertaken for providing a comprehensive analysis on contract amendments.

Table 2.4 2011 Contract Amendments (as Percentage of the Original)

<table>
<thead>
<tr>
<th>Amendments as percentage of original value</th>
<th>Number of Amendments</th>
<th>Share of total number of amendments</th>
<th>Share of total value of amendments</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-10%</td>
<td>58</td>
<td>34.12%</td>
<td>7.77%</td>
</tr>
<tr>
<td>10-20%</td>
<td>42</td>
<td>24.71%</td>
<td>6.89%</td>
</tr>
<tr>
<td>20-30%</td>
<td>8</td>
<td>4.71%</td>
<td>1.44%</td>
</tr>
<tr>
<td>30-40%</td>
<td>12</td>
<td>7.06%</td>
<td>1.06%</td>
</tr>
<tr>
<td>40-50%</td>
<td>3</td>
<td>1.76%</td>
<td>0.29%</td>
</tr>
<tr>
<td>50-60%</td>
<td>3</td>
<td>1.76%</td>
<td>8.78%</td>
</tr>
<tr>
<td>60-70%</td>
<td>3</td>
<td>1.76%</td>
<td>1.38%</td>
</tr>
<tr>
<td>70-80%</td>
<td>6</td>
<td>3.53%</td>
<td>4.74%</td>
</tr>
<tr>
<td>80-90%</td>
<td>3</td>
<td>1.76%</td>
<td>3.67%</td>
</tr>
<tr>
<td>90-100%</td>
<td>32</td>
<td>18.82%</td>
<td>63.97%</td>
</tr>
<tr>
<td>Total</td>
<td>170</td>
<td>100.00%</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

2.7 Disbursement

As of December 31, 2011, about 40.17% of the total amount committed under the contracts awarded in 2011 had been disbursed. By the same date, contracts awarded in 2010, 2009 and 2008 had been disbursed by 60.71%, 80.89% and 88.73% respectively. This suggests that half the disbursement of an average contract takes place in the first eighteen months of signing.

Figure 2.15 Disbursement rate for contracts signed figures as of 31 December 2011
2. **IMPROVING PROCUREMENT GOVERNANCE AND CAPACITY**

In its efforts to streamline its procurement and financial functions and to improve service efficiency and quality to its clients, the Bank took a series of actions in 2011.

3.1 **A New Approach to Procurement Fiduciary Management**

In March 2011, the Bank prepared a Roadmap to Development Effectiveness which included the following priorities: i) strengthening transparency and accountability for development results; ii) expanding the use of country systems; and iii) enhancing field-level engagement by increased decentralization. These priorities required a new approach to fiduciary management which is a departure from the old conservative ring-fencing approach. Given the weak capacity and high procurement risk in many countries in the region, it is a challenging task to increase efficiency in procurement by decentralization and use of country systems while at the same time ensuring adequate control over risks and taking effective measures to build borrowers’ capacity.

To meet this challenge and provide a tool to Bank staff to properly ensure its procurement fiduciary responsibilities while taking into account the Bank’s new approach in meeting its fiduciary obligation, the Bank’s Procurement and Fiduciary Services Department (ORPF) prepared a staff guide entitled “**Procurement Risks Assessment and Management (PROCRAM)**”. This document, once approved for implementation in the first quarter of 2013, will provide guidance to staff in identifying various fiduciary risks at the country level, project level and within the executing agencies and taking adequate mitigation measures to address these risks. The document also emphasizes the paramount importance of providing training by Bank staff to the staff of the executing agencies implementing Bank financed projects and helping these executing agencies strengthen their institutional capacity in managing procurement. As the Bank moves ahead with its development effectiveness agenda and expanding the use of country systems, the executing agencies of the borrowers will be given more decision making responsibilities in handling procurement for Bank financed projects. There will be fewer requirements for prior review and approval by the Bank for borrowers’ procurement activities and therefore post review by Bank staff will become an increasingly important mechanism for risk control and for taking preventive and enhancement measures for future Bank project procurement. PROCRAM provides a dynamic tool with various instruments to Bank staff for conducting post procurement reviews and continuously assessing progress in reducing fiduciary risks throughout the entire duration of project implementation.
3.2 Supporting Institutional Reform in Operational Decentralization

To enhance the Bank’s fiduciary capacity and support the Bank’s institutional reform in decentralizing its operations to field-level, ORPF’s launched the Fiduciary clinics (FC) initiative in 2011. This initiative is a shift from the conventional project implementation workshops conducted by headquarters’ staff in RMCs to more regular and well-targeted fiduciary clinics (FC) animated by the Bank’s field based procurement and financial management staff. The FC approach is expected to be more cost effective since training activities will be delivered by field office staff on or near the project sites; more importantly it will create a positive multiple effect in a sustainable way on expanding fiduciary training programs to cover more RMCs, building up, in a relatively short period of time, the executing agencies’ capacity in procurement and financial management. ORPF is also taking concrete measures to enhance the Bank’s field office’s capacity in the process of implementing the FC initiative.

3.3 Streamlining Bank’s Internal Procurement Procedures

To further enhance the Bank’s fiduciary function in procurement and provide clarity and consistency in implementing Bank’s Rules and Procedures for Procurement of Goods and Works and Rules and Procedures for Recruitment of Consultants, the Bank took a further step to prepare detailed implementation instructions which would be contained in a document entitled Procurement Procedural Guidelines (PPG). The PPG is developed to (i) clarify the roles and responsibilities between ORPF’s procurement advisory team and the operational department’s project team and (ii) provide a detailed step-by-step guide of activities and deliverables throughout the project cycle. The PPG will be finalized and published in 2013 and will have three components: (i) a procurement policy guide, (ii) a detailed procurement manual, and (iii) a procurement library containing all documents, templates and related materials for ease of use by staff in managing procurement.

Another action initiated in 2011 for streamlining Bank’s internal procedures and documents was to update the Procurement Annex of Projects’ Appraisal Report (PA4PAR). The revised PA4PAR helps to ensure that all of the Bank’s fiduciary requirements are addressed in a comprehensive manner when appraising a project. These requirements include (i) using NCB procedures; (ii) establishing appropriate prior review thresholds for ICB; (iii) assessing and mitigating procurement risks (at country and project level) and EA’s procurement capacity; (iv) proposing a procurement plan; and (v) agreeing on a procurement supervision framework. This document will be finalized and published in 2013.
3.4 Building up Regional Member Countries’ Capacity

To supplement the Bank’s Capacity Development Strategy and provide a medium term direction over the next three years on improving RMCs performance in procurement for Bank financed projects, the Bank initiated **Procurement-Specific Capacity Development Strategy (PCDS)**. This document will be finalized and published in 2013.

3.5 Transition to Use of Country Procurement System

Following Bank’s Roadmap to Development Effectiveness and in line with the Paris Declaration, the Accra Agenda for Actions, and the Busan Partnership Agreement, the Bank took initial tentative steps to fulfill its commitment for the Use of Country Procurement Systems (UCPS). The UCPS program is designed to be a gradual transition to the use of country procurement systems while ensuring that RMCs’ systems are strengthened and meet the Bank’s fiduciary obligations. The broad goal of the program is to simplify procurement process, increase efficiency and reduce transaction costs for both the borrowing RMCs and the Bank, promote country ownership, contribute to capacity development and increase harmonization with other development partners. While the UCPS program would be presented to the Board for approval in 2013, the first phase is to expand the use of national competitive bidding (NCB) procedures of the countries where such procedures meet the standards of the Bank’s procurement policy. In addition, depending on a country’s contracting and supplying capacity, the thresholds for use of international competitive bidding (ICB) will be adjusted. For countries where the projects have adequate human resource capacity, prior review requirements for contracts will be reduced. The bank will enhance its fiduciary role by conducting more effective and timely post reviews. Successful implementation of Phase 1 will pave the way to subsequent phases of the program for the use of country procurement systems.

3.6 Promoting Private Sector Development

The private sector is an important engine for economic growth, development and social progress in Africa. Promoting private sector development is one of the core areas set out in the Bank’s Medium-Term Strategy (2008-2012). By the end of 2011, the Bank had provided direct financing to private sector operators in 38 out of the 54 RMCs. To support the increasing volume of private sector operations, the Bank introduced **The Guideline for Procurement in Private Sector Operations** and **Public Private Partnership (PPP) Guidelines for Public and Private Sector Operations** which had been prepared in the context of the harmonization process with the World Bank and other MDBs. These documents provide specific guidance to Bank staff and borrowers on
how to apply the Bank’s Rules and Procedures for Procurement of Goods and Works and for the Use of Consultants in the process of procurement for private sector operations as well as for PPP contracts in public sector operations. When providing financing to the public sector, the Bank recommends the application of open competitive public sector procurement principles for the selection of the PPP service provider. These procurement principles promote the objectives of economy, efficiency, transparency and openness to provide services based on performance outputs that directly benefit the public and, at the same time, ensure compliance with required fiduciary requirements. Such principles are also important for gaining public confidence in PPP projects. ORPF has enhanced its role in 2011 in providing procurement guidance, undertaking due diligence at the Project Concept Notes (PCN) and Project Appraisal Report (PAR) stages. A set of tools like the Procurement Processes Questionnaire for procurement that requires retroactive financing, the Matrix of Analyzing Procurement of Contracts and the Project-Specific Procurement Standards and Benchmarks have been developed to ensure compliance of private sector operations with the general procurement principles. All these measures taken by ORPF have improved considerably the quality of non-sovereign operations between 2009 and 2011. The number of projects approved with pre-awarded contracts has decreased, while the number of new projects with acceptable procurement arrangements had grown.
3. **ECONOMY AND EFFICIENCY**

### 4.1 Cost Effectiveness

The cost of procurement usually is the sum of purchasing cost, transaction cost and in some cases when disputes occur, litigation cost.

How to measure in quantitative terms the cost effectiveness of a procurement process has been an unaddressed issue by many international organizations and governments.

Although the analysis of the transaction cost is a relatively easier part of the assessment provided there is a comprehensive and accurate database recording all the cost related to the handling of the procurement process, deciding how much has been saved in the purchase cost without scarifying the quality can be tricky and sometimes even controversial.

A starting point of a meaningful assessment the effectiveness in purchasing cost saving is to ensure an accurate cost estimate in the first place during the project appraisal and then further updating it during the detailed design. This cost may then be used as one of the measurements for assessing effectiveness in saving purchasing cost. The Bank has recently introduced a requirement for preparing procurement plans by the Borrowers for each newly approved project and including and updating cost estimate for each procurement package is a mandatory requirement of the procurement plan.

### 4.2 Time Efficiency

According to a study done by ORPF, the average time elapsed for procurement has shown a declining trend in recent years (Figure 4.1). This indicates positive results of the measures taken by the Bank to improve transactional and process efficiency within the Bank for reviewing and approving Borrowers submissions and to build up the Borrowers capacity in carrying out the procurement activities.

For procurement of consulting services, the average time elapsed from receipt of the draft Request for Proposal (RFP) by the Bank from the Borrowers to the signing of the contract is about 296
days, down by 56 days from 2010, but still exceeding the conservative target of 240 days\textsuperscript{8} set by ORPF. For procurement of goods and works, the average time lapsed from receipt of the draft bidding documents by the Bank from the Borrowers to the signing of the contract is about 291 days which is a significant reduction of 87 days from 2010 and 9 days less than the conservative target of 300 days\textsuperscript{9} (Figure 4.1).

For the purpose of this report a more detailed analysis was carried out on a sample of 138 civil work contracts awarded through international competitive bidding (ICB) and 960 civil work contracts following national competitive bidding (NCB). These contracts were selected as sample because they have comparatively more complete data recorded in the system on the timing of most of the stages of the bidding process. The analysis, therefore, presents a fairly accurate picture as far as these 138 ICB and 960 NCB works contracts are concerned. Although a margin of error cannot be calculated at a given confidence level as the sample was not randomly selected, the results of the analysis are very close to the data produced by the aforementioned ORPF study as shown in Figure 4.1. This analysis could, therefore, be used as a reasonable reference for an overall

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure4_1.png}
\caption{Figure 4.1 Lapse of Time for Procurement (days)}
\end{figure}

\textsuperscript{8} Source: ORPF-1 Presentation in 2012 on Procurement Services Objectives & Activities
\textsuperscript{9} Same source as above
assessment on the entire population of ICB and NCB work contracts. The results of the analysis are presented in Figure 4.2. The green colored bars in the chart represent the expected or standard length of time needed for a particular stage of procurement which is done in a reasonably efficient manner. The standard timelines used in Figure 4.2 were developed based on the trial version of “Procurement Process Timelines for Goods, Works and Consultancy Services under Bank Funded Projects” prepared by ORPF in 2010 (Appendix 2). In this document, two sets of timelines are prescribed for each procurement activity: one is a maximum amount of time allowed for that activity indicating a conservative near term target and the other is a set of minimum timelines representing the more challenging but achievable long term goal. The Standard time line used in this analysis is a compromise or combination of these maximum and minimum. The sample contracts used in this analysis are primarily awarded following single-stage-one-envelope bidding without pre-qualification for work contracts.

Figure 4.2 provides an overall picture how the actual time spent for ICB and NCB for works contracts compare with the standard time line at each procurement stage. The standard length of time for completing a single stage-one-envelope competitive bidding for works contract is expected to be 145 days from receipt of the first draft bid documents from the Borrower to the Bank for review and approval to the signing of the contract. However, for the 138 ICB works contracts awarded in 2011, it took on the average of 283 days and for the 960 NCB works contracts awarded in 2011, the average time spent to complete the procurement was 200 days. It appears that the 10 days time spent for review and approval of NCB bid documents submitted by the borrower is well within the standard timeframe and substantially less than the 41 days for ICB. The bid preparation time of 39 days \(^{10}\) for NCB was also within the standard timeframe, but for ICB; it was 9 days more than the standard 42 day time line. The most significant delay occurred at the bid evaluation stage, taking 103 days for NCB and 137 days for ICB in comparison to the 53 days in the standard timeline. For contract processing and signing, it took 48 days for NCB and 54 days for ICB in comparison with the 35 days standard benchmark.

\(^{10}\) Although the minimum should be 28 days.
Figure 4.2  Lapse of Time from Borrower’s Submission of the First Draft Bid Documents to the Bank for Review and Approval to Signing of the Contract for Works following International Competitive Bidding and National Competitive Bidding

<table>
<thead>
<tr>
<th>Procurement Activities</th>
<th>Months</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>13</th>
<th>14</th>
<th>15</th>
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</thead>
<tbody>
<tr>
<td>Receipt of Draft Bidding Documents by the Bank from the EA</td>
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<tr>
<td>Bank Approval of Bidding Documents (time including review by the Bank and revisions by the EA)</td>
<td></td>
<td>15</td>
<td>10</td>
<td>41</td>
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<td>Advertising Invitation to Bid</td>
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<td>Issuance of Bid Documents to Bid Submission Date</td>
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<tr>
<td>Bid Closing/Opening</td>
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<tr>
<td>Bid Evaluation by the EA and Approval by the Bank and submission of Bid Evaluation Report (BER) by the EA</td>
<td></td>
<td>53</td>
<td>103</td>
<td>137</td>
<td>145</td>
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<tr>
<td>From Bank Approval of BER to Signing of Contract</td>
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<td>Total Standard Timeline</td>
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<tr>
<td>Actual Lapse of Time for NCB (Average)</td>
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<td>Actual Lapse of Time taken for ICB (Average)</td>
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</tbody>
</table>

Legend:
- Standard timelines
- Actual Lapse of Time for NCB (Average)
- Actual Lapse of Time taken for ICB (Average)
5. **EQUAL OPPORTUNITY AND TRANSPARENCY**

5.1 **Publication of Procurement Notices**

To inform the private business and general public in advance about the business opportunities offered from the projects financed by the African Development Bank Group and to encourage and provide equal opportunities for competition, the Bank’s Rules and Procedures for Procurement of Goods and Works require the Borrower to publish a General Procurement Notice (GPN) after the Bank has approved the financing. For each case of International Competitive Bidding, a Specific Procurement Notice (SPN) is required to be published in the online edition of United Nations Development Business (UNDB). For National Competitive Bidding Contracts, Advertising may be limited to at least an electronic portal of free access where the Borrower advertises all government business opportunities or in its absence, in a national newspaper of wide circulation. Similar requirements are applied to procurement of consulting services through international competitive selection or national competition.

Statistics show that all contracts awarded in 2011 by the Bank’s Borrowers through ICB have met the requirement of publishing the GPNs had a 100% compliance rate for small projects, where no International Competitive Bidding was anticipated, the compliance rate was 99.6%. Business Opportunity Seminars

To keep the business communities in member countries updated of the Bank’s policies and procedures and procurement opportunities, in 2011, ORPF conducted business opportunity seminars in Finland, India, Korea, Portugal and USA, and received business delegations visiting Tunis from Canada, Spain, Belgium and USA.

Two seminars were also organized in regional member countries: South Africa and Nigeria. ORPF also participated in seminars organized by some Regional Economic Communities such as The Economic Community of West African States (UEMOA) and West African Economic and Monetary Union (WAEMU), as well as with African professional organizations such as the FIDIC’s regional networking Group of Africa Member Associations and Associate Members GAMA.

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11 International Federation of Consulting Engineers.
5.2 Use of Competitive Procedures

The Bank’s Rules and Procedures emphasize that open competition is the basis for efficient public procurement. Borrowers are required to select the most appropriate method for the specific procurement. In most cases, International Competitive Bidding (ICB) is considered the most appropriate procurement method. NCB may be used for procuring goods or works which, by their nature or scope, are unlikely to attract foreign competition. The records show that in 2011, the Bank’s borrowers have generally met this requirement.

For goods, out of US$295 million for 521 contracts awarded in 2011, more than US$ 287 million (97%) for 505 contracts (97%) were awarded through competition, i.e. International Competitive Bidding (ICB) or National Competitive Bidding (NCB); or shopping by comparing quotations in the case of small purchases (Figure 5.1 and Figure 5.2). Only 3% of procurement of goods, both in terms of amount and number of contracts were done through direct negotiations.

Figure 5.1 Distributions of Goods Contracts by Value and by Procurement Mode
For works, in terms of value, nearly 100% of the US$1,861 million awarded in 2011 were awarded through open competition, i.e. International Competitive Bidding (ICB) or National Competitive Bidding (NCB); or shopping by comparing quotations in the case of small works (Figure 5.3). In terms of number of contracts, only 2%, or 29 of the total 1,438 contracts (Figure 5.4) were procured through direct negotiations with contractors or by use of force account, i.e. construction by the use of the project executing agency’s own personnel and equipment.
For consulting services, 411 contracts, or 79% of the total of 462 contracts were awarded through using competitive selection methods amounting to US$167.5 million or 89% of the total of US$184 million for consulting services awarded in 2011.

### 5.3 Participation of Bidders

Statistics show that the transport sector has the most stable participation in bidding with an average of more than 5 bids received for each package and a median of 5 bids. Agriculture sector has an average of 15 bids but a lower median of 4 bids. This is because of the nature of the contracts and the fact that many local firms are interested. The average bids for social and energy sectors were 6. Relatively smaller number of bids was received for Finance, Environment or Mining sectors.
5.4 Complaint Handling and Anticorruption

A good and effective complaint handling policy is essential to maintaining a transparent system of procurement under the fiduciary management of the Bank and preventing corruption. The Bank views corruption, fraud and other sanctionable practices as highly inimical to the achievement of its mandate. It is the Bank’s policy to require that Borrowers (including beneficiaries of Bank Financing), bidders, suppliers, contractors and their agents (whether declared or not), subcontractors, sub-consultants, service providers or suppliers, and any personnel thereof, observe the highest standard of ethics during the procurement and execution of Bank-financed contracts. In order to enhance good governance and transparency, the Bank has a Whistle-blowing and Complaints Handling Policy to provide an avenue for raising concerns related to prohibited practices and to protect whistleblowers from retaliation. Complaints may be filed through the Bank’s website or by email, fax or phone to the contacts of the Bank’s Integrity and Anti-Corruption Department (IACD).

In 2011 IACD opened 6 cases related to procurement fraud. Below is a brief summary of the cases:

• Radical change of bid price at bid evaluation
• Allegation of bribes paid by a contractor to a consultant in order to manipulate the bidding process in the favor of the said contractor.
• Allegation of collusion between implementation officials and contractors
• Allegation of collusion between a contractor, project coordinator and members of Delivery of Works committee to falsify meeting minutes in order to circumvent penalties imposed on the said contractor.
• Allegation into contract discrepancies and collusion between contractors in order to fix bid prices.
• Allegation of fraud and corruption after a contractor who had previously been awarded a contract following a competitive bidding process, had the contract cancelled and bid process re-launched.

All these cases were under investigation.

Bidders for contracts financed by the Bank may send their complaints to the Borrowers or directly to the Bank (the Sector Director for the project, with a copy to the Resident Representative / Regional Director and ORPF) if the complaint concerns an issue related to procurement procedures, or to IACD if the compliant concerns a possible case of corruption, fraud or other sanctionable practices. Complaints received by the Bank are normally communicated to the concerned
Borrower for clarification and it is Borrower’s responsibility to address the compliant directly with the concerned bidder. The Bank’s responsibility is to ensure that all complaints related to procurement issues are addressed by the Borrower in line with the Bank’s Rules and Procedures.

In 2011, 13 complaints from bidders in Spain, France, USA and Italy were received by ORPF involving 2 cases in the north region, 2 cases in the west region, 6 cases in the center and 3 cases in the east region. All have been communicated to the concerned Borrowers; 3 have been resolved and the remaining is pending action or response from the Borrower.
6. DEVELOPMENT OF REGIONAL CONTRACTING, MANUFACTURING AND CONSULTING INDUSTRIES

6.1 Domestic and Regional Preferences

To encourage the development of the regional contracting, manufacturing industries, the Bank’s Rules and Procedures for Procurement of Goods and Works provide that the Borrower may, in agreement with the Bank, grant a margin of preference to domestic manufactured goods\textsuperscript{12} and to domestic contractors\textsuperscript{13} when evaluating bids and comparing domestic bids with foreign bids, subject to the conditions specified in the Rules and Procedures.

The maximum domestic preference margin, which the Borrower may grant to bidders who are eligible for such a preference, is 15\% for manufactured goods and related services and 10\% for construction works. Similarly, a Borrower may, in agreement with the Bank, grant a margin of preference to goods produced in and services provided by contractors from other regional member countries which have joined the Borrowing country in a regional economic institutional arrangement when evaluating bids and comparing those bids with other bids, subject to the conditions specified in the Rules and Procedures. The maximum regional preference margin, which the Borrower may grant to bidders who are eligible for such a preference, is 10\% for manufactured goods and related services and 7.5\% for construction works.

For consulting services, no monetary preference is applied in the selection process; however, participation of nationals as key staff in consultant’s proposals may be given additional points in technical evaluation.

\textsuperscript{12} Goods are considered domestically manufactured if the manufacturing costs of such goods include a value added, net of taxes and duties, in the country of the Borrower, equal to at least 20\% of the ex-factory bid price of such goods.

\textsuperscript{13} Details are defined in Appendix 2 of the Rules and Procedures for Procurement of Goods and Works.
7. **USE OF COUNTRY SYSTEMS: SOME FACTS ABOUT ICB AND NCB**

7.1 **An empirical approach**

Currently, the Bank mandatorily requires its Borrowers to follow international competitive bidding (ICB) procedure for any contract for goods above UA 500,000 (US$767,635) or for works above UA 1.5 million (US$2.3 million) unless otherwise justified. Depending on the circumstances\(^1\), ICB may also be required for goods contracts of UA 100,000 (US$153,527) and above or works contracts of UA 300,000 (US$460,581) and above. One of the proposed plans in the Bank’s Use of Country Procurement Systems (UCPS) program as discussed in Section 3.5 is to gradually increase the threshold for NCB so more procurement will be done using the country’s national procedures whenever the national market has the adequate capacity and the country’s procurement system is found to be consistent with the Bank’s procurement policies and a workable mechanism of risk control is established.

The use of country systems has long term and far reaching benefits of building up the RMC's ability to manage their own development resources and creating more sustainable development programs. As specific country circumstances vary significantly in the region, a cautious approach with a country or even EA specific methodology based robust assessment on the country’s current procurement system and EA’s procurement capacity plus a workable risk mitigation plan would be necessary.

A comprehensive study on use of country system must include a thorough assessment of the country’s entire procurement environment including its legal framework, organizational responsibilities, control and oversight capabilities, procedures and practices. Such assessment is usually done through a Country Procurement Assessment Report (CPAR) and the Bank currently uses the World Bank’s CPARs on the African region.

The following preliminary empirical analysis does not attempt to draw any conclusion or recommend any specific action as such conclusion and recommendation is beyond the scope of this report and should be done through a Bank’s policy paper. Nevertheless, it is hoped that the facts and analysis presented below could provide a useful starting point for a more comprehensive and sophisticated empirical study or to supplement other studies for policy decisions and action plans on use of country systems.

\(^1\) When the Borrower’s procurement capability and market capacity is weak.
7.2 Patterns of National Share in ICB for Goods and Works Contract Awards

A closer examination of the contract award details of the 10 RMCs which are the most frequent users of ICB in 2011 (Table 7.1) revealed that the national bidders in 5 RMCs, namely Tunisia, Uganda, Nigeria, Morocco, and Mali, tend to have high chance to win works contracts through ICB with success rate ranging from 83% to 100%.

Table 7.1 ICB Contract Awards in 10 RMCs in 2011

<table>
<thead>
<tr>
<th>Project Country</th>
<th>Total Number of Contracts Awarded Through ICB</th>
<th>Contracts Awarded to National Bidders through ICB</th>
<th>Contracts Awarded to International Bidders through ICB</th>
<th>Share of Works Contracts Awarded to National Bidders through ICB</th>
<th>Share of Goods Contracts Awarded to National Bidders through ICB</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tunisia</td>
<td>40</td>
<td>37/33/4</td>
<td>3/0/3</td>
<td>100/57</td>
<td>0/0</td>
</tr>
<tr>
<td>Uganda</td>
<td>33</td>
<td>24/19/5</td>
<td>9/4/5</td>
<td>83/50</td>
<td>0/0</td>
</tr>
<tr>
<td>Kenya</td>
<td>15</td>
<td>1/1/1</td>
<td>14/4/10</td>
<td>0/9</td>
<td>0/0</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>10</td>
<td>0/0/0</td>
<td>10/7/3</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>Nigeria</td>
<td>10</td>
<td>10/9/1</td>
<td>0/0/0</td>
<td>100/100</td>
<td>0/0</td>
</tr>
<tr>
<td>Tanzania</td>
<td>10</td>
<td>0/0/0</td>
<td>10/9/1</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>Morocco</td>
<td>9</td>
<td>8/7/1</td>
<td>1/1/0</td>
<td>100/50</td>
<td>0/0</td>
</tr>
<tr>
<td>Malawi</td>
<td>8</td>
<td>3/3/0</td>
<td>5/5/0</td>
<td>38/0</td>
<td>0/0</td>
</tr>
<tr>
<td>Mali</td>
<td>8</td>
<td>6/6/0</td>
<td>2/1/1</td>
<td>88/0</td>
<td>0/0</td>
</tr>
<tr>
<td>Cameroon</td>
<td>7</td>
<td>0/0/0</td>
<td>7/0/1</td>
<td>0/0</td>
<td>0/0</td>
</tr>
</tbody>
</table>

A further study using the data over the past 6 years from 2006 to 2011 confirmed the same pattern (Table 7.2), i.e. national bidders for work contracts in Tunisia, Uganda, Nigeria, Morocco, and Mali have been consistently able to win the majority of works contracts through international

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15 May include international companies registered in the RMC.
16 Data is based on the origin of goods and services
competition. Tunisia and Nigeria have a 100% success rate\textsuperscript{17} in ICB with works originated from their national sources throughout all 6 years.

Table 7.2 ICB Contract Awards in 10 RMCs in 2006 - 2011

<table>
<thead>
<tr>
<th>Project Country</th>
<th>Total Number of Contracts Awarded Through ICB</th>
<th>Contracts Awarded to National Bidders through ICB</th>
<th>Contracts Awarded to International Bidders through ICB</th>
<th>Share of Works Contracts Awarded to National Bidders through ICB</th>
<th>Share of Goods Contracts Awarded to National Bidders through ICB</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tunisia</td>
<td>292</td>
<td>201</td>
<td>140</td>
<td>61</td>
<td>91</td>
</tr>
<tr>
<td>Uganda</td>
<td>142</td>
<td>101</td>
<td>74</td>
<td>27</td>
<td>41</td>
</tr>
<tr>
<td>Kenya</td>
<td>47</td>
<td>12</td>
<td>5</td>
<td>7</td>
<td>35</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>47</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>46</td>
</tr>
<tr>
<td>Nigeria</td>
<td>21</td>
<td>16</td>
<td>13</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Tanzania</td>
<td>53</td>
<td>21</td>
<td>14</td>
<td>7</td>
<td>32</td>
</tr>
<tr>
<td>Morocco</td>
<td>79</td>
<td>65</td>
<td>43</td>
<td>22</td>
<td>14</td>
</tr>
<tr>
<td>Malawi</td>
<td>33</td>
<td>5</td>
<td>4</td>
<td>1</td>
<td>28</td>
</tr>
<tr>
<td>Mali</td>
<td>62</td>
<td>48</td>
<td>45</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Cameroon</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>7</td>
</tr>
</tbody>
</table>

As ICB contracts, following the Bank’s Rules and Procedures do not impose any barriers to international bidders, the data presented above indicates strong evidence that the national bidders\textsuperscript{18} and local capacity for civil works in these countries have a clear comparative advantage over foreign bidders and the situation is likely to continue as the national industry continues to grow. The data also suggests that raising NCB threshold in countries where national bidders have a long record of high success rate would help further enhance the country’s procurement system by using its national procedures without having adversary impact on the results of the competition. This, of course, may only be considered if the national procedures comply with the Bank’s requirement in the Rules and Procedures of fairness, predictability and non-discrimination to foreign firms..

\footnote{17 Based on the data indicating origin of goods and services as recorded in SAP-PS.}
\footnote{18 May include international companies registered in the RMC.}
7.3 Potential Benefits to RMCs from Raising NCB Thresholds

One potential benefit of raising NCB threshold is the reduction of procurement transaction cost on the borrower’s side as the bidding process will be conducted with a procedure and language familiar to the executing agencies. The purchasing costs would also likely decrease if the goods and labor for works are provided locally. The transaction cost for international bidders may slightly increase if they wish to join the bidding under national procedures. The greater long term benefit for the economic development of the region is that national industry will be stimulated to grow faster and foreign business would be encouraged to join force with the national contractors and suppliers or set up business in the region.

In terms of processing time between the contract signature date and the issuance of the document (sending of the tender document), the difference between using NCB and ICB appears to be significant based on the statistical analysis summarized in Table 7.3. This finding is also consistent with the analysis in Figure 4.2 of Chapter 4 although the data in Charter 4 covers the lapse of time from Borrower’s first submission of draft bid documents for review and approval by the Bank to the signing of the contract.

Table 7.3: Lapse of Time from Borrower’s Issuance of Bidding Documents to Signing of the Contract for Works following International Competitive Bidding and National Competitive Bidding

<table>
<thead>
<tr>
<th></th>
<th>Goods Contracts</th>
<th>Works Contracts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Median</td>
<td>Average</td>
</tr>
<tr>
<td>ICB</td>
<td>228.50</td>
<td>229.34</td>
</tr>
<tr>
<td>NCB</td>
<td>182.00</td>
<td>191.53</td>
</tr>
</tbody>
</table>

For Works contracts, NCB processing time is 25% less than ICB, and for Goods contracts, there is a difference of 20%.

Figure 7.1 shows the relationship of the contract amount and lapse of time for procurement of 223 contracts for goods in 2011 using NCB (indicated by red-colored crosses) or ICB (indicted by solid blue-colored triangles in the chart); Figure 7.2 shows the relationship of the contract amount and lapse of time for procurement of 1107 contracts for works in 2011 using ICB or NCB. A simple linear regression suggests a positive (though weak) correlation between contract amount and the
length of time used for procurement under ICB for works (Figure 7.2). It appears that the larger the contract amount, the higher the probability that the bidding will take longer time to complete, suggesting weak local capacity in handling large and complex civil work contracts. For procurement under NCB for works, the time needed to complete the bidding process appear to decline slightly as the value of the bid packages increases, an unusual trend that needs to be further examined to find out the reason. It must be mentioned, however, that the decline is insignificant and could be on account of some outlying data. The simple linear regression indicates a similar positive correlation between contract amount and the length of time used for procurement under ICB for goods as well as NCB (Figure 7.1).

Figure 7.1 Contract Amount and Lapse of Time for Goods following ICB and NCB
The above analysis suggests that at least for the near term, improvement in time efficiency may be significant with the increase in NCB thresholds. However, the decisions on raising the NCB threshold and replacing more prior-reviews with post-reviews should be made based on a thorough assessment of procurement capacity both at the country level and the executing agency level.

### 7.4 Patterns of Contract Size for Goods and Works Contract Awards

Bid packaging has been a delicate and sometimes controversial issue in public procurement. Splitting a big package into tiny ones by the borrower in order to avoid ICB procedure or for other unjustified purposes should be discouraged as such artificially packed small contracts would not attract competition and consequently reduce the economic benefit of competitive bidding. However, this does not necessarily mean all small contracts are unjustified as bid packaging is determined by multiple factors which for example may be related to technical specifications, market capacity, and transportation costs etc. A part of the responsibilities of the procurement and
project management staff is to ensure that all the packaging for procurement through competitive bidding is properly done by the Borrowers.

The statistics of the contract award in 2009, 2010 and 2011 (Table 7.4) show a clear trend that contracts are heavily concentrated toward the lower end of the price range. Figures 7.3, 7.4 and 7.5 show that contracts award in terms of contract size followed an almost consistent pattern in all three categories of expenditure i.e. goods, works and consulting services in 2011.
### Table 7.4 Contract Award in 2009-2011 by Type of Procurement and by Price Range

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>0-15</td>
<td>80</td>
<td>237</td>
<td>48</td>
<td>365</td>
<td>199</td>
<td>191</td>
<td>15,08%</td>
<td>7,96%</td>
<td>8,36%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15-25</td>
<td>46</td>
<td>128</td>
<td>42</td>
<td>216</td>
<td>193</td>
<td>159</td>
<td>8,92%</td>
<td>7,72%</td>
<td>6,96%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>25-50</td>
<td>82</td>
<td>226</td>
<td>89</td>
<td>397</td>
<td>443</td>
<td>371</td>
<td>16,40%</td>
<td>17,72%</td>
<td>16,24%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>50-100</td>
<td>99</td>
<td>192</td>
<td>77</td>
<td>368</td>
<td>476</td>
<td>412</td>
<td>15,20%</td>
<td>19,04%</td>
<td>18,04%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>100-250</td>
<td>100</td>
<td>234</td>
<td>70</td>
<td>404</td>
<td>522</td>
<td>483</td>
<td>16,69%</td>
<td>20,88%</td>
<td>21,15%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>250-500</td>
<td>50</td>
<td>111</td>
<td>54</td>
<td>215</td>
<td>232</td>
<td>259</td>
<td>8,88%</td>
<td>9,28%</td>
<td>11,34%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>500-750</td>
<td>20</td>
<td>64</td>
<td>16</td>
<td>100</td>
<td>101</td>
<td>121</td>
<td>4,13%</td>
<td>4,04%</td>
<td>5,30%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>750-1000</td>
<td>9</td>
<td>24</td>
<td>12</td>
<td>45</td>
<td>74</td>
<td>58</td>
<td>1,86%</td>
<td>2,96%</td>
<td>2,54%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1000-5000</td>
<td>22</td>
<td>153</td>
<td>52</td>
<td>227</td>
<td>198</td>
<td>187</td>
<td>9,38%</td>
<td>7,92%</td>
<td>8,19%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5000-10000</td>
<td>2</td>
<td>32</td>
<td>2</td>
<td>36</td>
<td>23</td>
<td>16</td>
<td>1,49%</td>
<td>0,92%</td>
<td>0,70%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10000-15000</td>
<td>5</td>
<td>8</td>
<td>2</td>
<td>13</td>
<td>5</td>
<td>9</td>
<td>0,54%</td>
<td>0,20%</td>
<td>0,39%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15000-20000</td>
<td>5</td>
<td>3</td>
<td>8</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>0,33%</td>
<td>0,12%</td>
<td>0,18%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>20000-35000</td>
<td>1</td>
<td>13</td>
<td>14</td>
<td>15</td>
<td>5</td>
<td>0,58%</td>
<td>0,60%</td>
<td>0,22%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>35000-50000</td>
<td>10</td>
<td></td>
<td>10</td>
<td>9</td>
<td>1</td>
<td>0,41%</td>
<td>0,36%</td>
<td>0,04%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>&gt;500000</td>
<td>3</td>
<td></td>
<td>3</td>
<td>7</td>
<td>8</td>
<td>0,12%</td>
<td>0,28%</td>
<td>0,35%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>521</td>
<td>1438</td>
<td>462</td>
<td>2421</td>
<td>2500</td>
<td>2284</td>
<td>100,00%</td>
<td>100,00%</td>
<td>100,00%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The statistics for contract award in 2011 is expanded in Figure 7.4 for goods, Figure 7.5 for works and Figure 7.6 for consulting services, respectively, to show cumulative number of contracts and cumulative amount in addition to frequency of contract awards in each price range. Again, these charts show large number of contracts are awarded below US$2 million a possible threshold impact.\(^{19}\)

\(^{19}\) Current threshold for ICB for works is UA1.5 million or approximately US$2.3 million.
Figure 7.3 Frequency of Contract Values for Goods Contracts in 2011

Figure 7.4 Frequency of Contract Values for Works Contracts in 2011
These statistics may merit further studies in two related areas: one is to check whether bid packaging of small contracts have been done by the Borrowers properly and if the answer is positive, the second study would be focusing on the possibility of using these data to support the idea of expanding the use of country system for the majority of procurement by the Bank under NCB procedures.
8. **CONCLUSION AND RECOMMENDATIONS**

In preparing this Procurement Annual Report, the following areas have been identified for follow-up actions and improvement:

- Improvement in the quality and timeliness of data entry into the PAS-PS. It has been a challenging and time consuming task of collecting and verifying data for Chapter 1 and several other Chapters in this report, revealing a need for further improvement of the current PAS-PS system. Accurate, timely and complete data recording in the system is not only essential for preparing procurement reports and policy analysis, but also crucial for the Bank and its staff to perform its role in procurement fiduciary management by closely monitoring the procurement activities carried out by the Borrowers.

- As procurement data is mainly entered into the system by the project Task Managers, adequate training should be provided to such staff to ensure that they enter the data correctly and related rules and staff instructions should be established to ensure full compliance of recording procurement data in a timely manner. The PAS-PS system itself may also need a review and enhancement if the current system does not provide sufficient capacity for data processing required.

- Many of the actions discussed in Chapter 3 were primarily initiatives taken by ORPF in 2011 on procurement governance and capacity building and need follow up actions for full implementation. One important subject that merits more careful and detailed analysis is the use of country systems.

- Strengthening Bank’s assistance in building up of the Borrowers in conducting and managing procurement as well as the capacity of regional contractors, suppliers and consultants to work on Bank financed projects.

- Reaching out to the business community within and outside the region to attract more competition for supplying goods, works and consulting services to Bank financed projects. Special attention should be given to the environmental and finance sectors as based on the analysis in Chapter 5, participation of bidders in these two sectors are relatively low in 2011.
## Appendix 1: African Development Bank Group Member Countries

### Regional member countries

<table>
<thead>
<tr>
<th>Country</th>
<th>Country</th>
<th>Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Algeria</td>
<td>Ghana</td>
<td>Somalia</td>
</tr>
<tr>
<td>Angola</td>
<td>Guinea</td>
<td>South Africa</td>
</tr>
<tr>
<td>Benin</td>
<td>Guinea-Bissau</td>
<td>South Sudan</td>
</tr>
<tr>
<td>Botswana</td>
<td>Kenya</td>
<td>Sudan</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>Lesotho</td>
<td>Swaziland</td>
</tr>
<tr>
<td>Burundi</td>
<td>Liberia</td>
<td>Tanzania</td>
</tr>
<tr>
<td>Cameroon</td>
<td>Libya</td>
<td>Tunisia</td>
</tr>
<tr>
<td>Cape Verde</td>
<td>Madagascar</td>
<td>Uganda</td>
</tr>
<tr>
<td>Central African Republic</td>
<td>Malawi</td>
<td>Zambia</td>
</tr>
<tr>
<td>Chad</td>
<td>Mali</td>
<td>Zimbabwe</td>
</tr>
<tr>
<td>Comoros</td>
<td>Mauritania</td>
<td></td>
</tr>
<tr>
<td>Congo</td>
<td>Mauritius</td>
<td></td>
</tr>
<tr>
<td>Côte d’Ivoire</td>
<td>Morocco</td>
<td></td>
</tr>
<tr>
<td>Democratic Republic of Congo</td>
<td>Mozambique</td>
<td></td>
</tr>
<tr>
<td>Djibouti</td>
<td>Niger</td>
<td></td>
</tr>
<tr>
<td>Egypt</td>
<td>Nigeria</td>
<td></td>
</tr>
<tr>
<td>Equatorial Guinea</td>
<td>Namibia</td>
<td></td>
</tr>
<tr>
<td>Eritrea</td>
<td>São Tomé &amp; Principe</td>
<td></td>
</tr>
<tr>
<td>Ethiopia</td>
<td>Senegal</td>
<td></td>
</tr>
<tr>
<td>Gabon</td>
<td>Seychelles</td>
<td></td>
</tr>
<tr>
<td>Gambia</td>
<td>Sierra Leone</td>
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### Non-regional member countries

<table>
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<td>Netherlands</td>
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<tr>
<td>Austria</td>
<td>Norway</td>
</tr>
<tr>
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<td>Portugal</td>
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<td>Brazil</td>
<td>Saudi Arabia</td>
</tr>
<tr>
<td>Canada</td>
<td>Spain</td>
</tr>
<tr>
<td>China</td>
<td>Sweden</td>
</tr>
<tr>
<td>Denmark</td>
<td>Switzerland</td>
</tr>
<tr>
<td>Finland</td>
<td>United Kingdom</td>
</tr>
<tr>
<td>France</td>
<td>United States of America</td>
</tr>
<tr>
<td>Germany</td>
<td>United Arab Emirates</td>
</tr>
<tr>
<td>India</td>
<td>(ADF member only)</td>
</tr>
<tr>
<td>Italy</td>
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<tr>
<td>Japan</td>
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<tr>
<td>Korea</td>
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<tr>
<td>Kuwait</td>
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# Appendix 2: Procurement Process Timelines For Goods, Works and Consultancy Services Under Bank Financed Projects

## Procurement of Goods and Works

<table>
<thead>
<tr>
<th>Step</th>
<th>Task Description</th>
<th>Min. Number of Days</th>
<th>Max. Number of Days</th>
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<tbody>
<tr>
<td>1</td>
<td>Advertising of General Procurement Notice (GPN) in UNDB Online</td>
<td>7</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>GPN to be agreed during Negotiations. Publication after approval by the appropriate Approving Authority. Advertising of Specific Procurement Notice (SPN) undertaken when bid documents are ready but not earlier than the date of publication of the GPN – Rules Clause 2.7</td>
<td></td>
<td></td>
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<tr>
<td>2</td>
<td>Preparation of Bid Documents by Executing Agency.</td>
<td>14 to 28 days</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Using Standard Bid Documents (SBDs), depending on complexity including sending BD to the Bank</td>
<td>14</td>
<td>28</td>
</tr>
<tr>
<td>3</td>
<td>No-objection of SBDs by ADB</td>
<td>7 to 14 days</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Advertising of Specific Procurement Notice. Under ICB, advertising in UNDB Online is required</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Advertising lead-time in UNDB Online (for GPN and SPN under ICB)</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>If NCB: in National press</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Must be done at the same time when Bidding Documents (or prequalification documents) are available for sale by the Executing Agency</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>7-14 days (4 days for Executing Agency to prepare and send Advert to the Bank 2.4 days for ORPF to vet the Advert and send it to UNDB, 2-6 days lead time for UNDB to publish)</td>
<td>7</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>When Bid Documents are ready (see line 2 above)</td>
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<td></td>
</tr>
<tr>
<td>5a</td>
<td>Preparation of Prequalification Document</td>
<td>14 –21 days</td>
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<tr>
<td></td>
<td>(Standard Prequalification document) including sending to the Bank</td>
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<td></td>
</tr>
<tr>
<td>5b</td>
<td>ADB No objection of Prequalification Document</td>
<td>7 to 14 days</td>
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</tr>
<tr>
<td></td>
<td>maximum</td>
<td></td>
<td></td>
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<tr>
<td>5c</td>
<td>Application Period: Preparation of Prequalification Application from publication of SPN</td>
<td>Sufficient time (Rule 2.8 and 2.4.4) – 6 weeks = 42 days from day of advertising in UNDB</td>
<td>42</td>
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<tr>
<td>5d</td>
<td>Evaluation of Prequalification by EA</td>
<td>7 days including sending evaluation report to the Bank</td>
<td>7</td>
</tr>
<tr>
<td>5e</td>
<td>Prequalification evaluation No-objection by the Bank</td>
<td>7 days</td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Total Procurement Lead-Time from preparation of Bid Documents to Contract Signature:

ICB with Prequalification: minimum 210 days (7.0 months); maximum 329 days (10.9 months)

ICB without Prequalification: minimum 133 days (4.4 months); maximum 231 days (7.7 months)

LIB: minimum 126 days (4.2 months); maximum 217 days (7.2 months)

NCB: minimum 112 days (3.7 months); maximum 175 days (5.8 months)
## Procurement of Consultancy Services

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Min. Number of Days</th>
<th>Max. Number of Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Advertising of General Procurement Notice (GPN) in UNDB Online (with Goods, Works and Consultancy Services combined, requesting General Expressions of Interest (EOI) for Services)</td>
<td>GPN to be agreed during Negotiations. Publication after approval by the appropriate Approving Authority. Advertising of Specific Procurement Notice (SPN) undertaken when requests for proposals documents are ready but not earlier than the date of publication of the GPN – Rule 2.5</td>
<td>7</td>
</tr>
<tr>
<td>2</td>
<td>Publication of the Specific Procurement Notice (SPN) for Expressions of Interest in UNDB Online required for Contracts of value greater than UA 200,000 (Rule 2.5).</td>
<td>14 days (4 days for EA to prepare and forward the Advert to the Bank; 3 days for the Bank to review and send to ORPF to vet the Advert and send it to UNDB; and 7 days lead time for UNDB to publish Online</td>
<td>7</td>
</tr>
<tr>
<td>3</td>
<td>Lead time for receiving Expressions of Interest after (i) publication in UNDB Online (Rule 2.5) (ii) publication in National Press for Contract value less than UA 200,000 (Euros 200,000) (Rule 2.5)</td>
<td>14 days</td>
<td>14</td>
</tr>
<tr>
<td>4</td>
<td>Preparation by EA of Shortlist based on GPN and SPN and qualifications needed for carrying out the TOR</td>
<td>7 days, including communicating Shortlist to the Bank</td>
<td>7</td>
</tr>
<tr>
<td>5</td>
<td>Preparation of Terms of Reference (TOR) and the RFP, by the Executing Agency (EA)</td>
<td>14 to 35 days, depending on complexity of the assignment including correspondence with Bank</td>
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<tr>
<td>6</td>
<td>No objection of the Shortlist, TOR and RFP, by the Bank</td>
<td>7 to 14 days</td>
<td>7</td>
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<tr>
<td>7</td>
<td>Preparation of Proposals by Shortlisted Consulting Firms</td>
<td>4 weeks = 28 days to 3 months = 90 days, depending on complexity for preparation and submission of proposals. Rules Clause 2.13 45 days (Rule 4.2.230)</td>
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</tr>
<tr>
<td>8</td>
<td>Opening of Technical Proposals and evaluation by the EA</td>
<td>14 to 28 days including submission of technical proposals evaluation report to the Bank</td>
<td>14</td>
</tr>
<tr>
<td>9</td>
<td>Technical Evaluation No objection by the Bank</td>
<td>7 to 14 days, maximum</td>
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</tr>
<tr>
<td></td>
<td>Description</td>
<td>Duration</td>
<td>Start</td>
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<tr>
<td>---</td>
<td>-------------</td>
<td>----------</td>
<td>-------</td>
</tr>
<tr>
<td>10</td>
<td>Public Opening of the Financial Proposals, Evaluation and Compilation of the Final Report by the EA</td>
<td>7 to 21 days including submission of combined technical and financial evaluation report to the Bank</td>
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<tr>
<td>11</td>
<td>EA invites selected Consulting Firm for negotiations</td>
<td>7 to 14 days from receipt of No-objection from the Bank</td>
<td>7</td>
</tr>
<tr>
<td>12</td>
<td>No-objection to the Minutes of Negotiations and negotiated Contract.</td>
<td>7 days from end of negotiations</td>
<td>7</td>
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<tr>
<td>13</td>
<td>Contract award by Executing Agency</td>
<td>Within 7 days of No-objection by Bank</td>
<td>7</td>
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<tr>
<td>14</td>
<td>Contract signature</td>
<td>7 to 28 days from receiving Bank No Objection</td>
<td>7</td>
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</table>

**Total Procurement Lead-Time from preparation of TOR and RFP Documents to Contract Signature:**

Contracts of Value greater than UA 200,000 (Euros 200,000): minimum 119\(^{21}\) days (3.9 months); maximum 272 days (9 months)

Contracts of Value less than UA 200,000 (Euros 200,000): minimum 112 days (3.7 months); maximum 258 days (8.6 months)

---

\(^{21}\) Assumed TOR will be prepared concurrently with other activities
## Appendix 3: Contract Award in 2011 by Borrower and Source of Financing

<table>
<thead>
<tr>
<th>Region</th>
<th>Project Country</th>
<th>Number of Contracts</th>
<th>Amount of Contracts (USD)</th>
<th>African Development Bank (ADB)</th>
<th>African Development Fund (ADFF)</th>
<th>Nigerian Trust Fund (NTF)</th>
<th>Others</th>
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<td>11,079,262</td>
<td>980,553</td>
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<tr>
<td></td>
<td>Central</td>
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<td>1,139,533</td>
<td>1,115,767</td>
<td>2,736</td>
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<td></td>
<td>Chad</td>
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<td>8,545,130</td>
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<td>Congo</td>
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<tr>
<td></td>
<td>Cote D’Ivoire</td>
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<td>163,768,269</td>
<td>115,299,727</td>
<td>48,468,591</td>
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<td></td>
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<tr>
<td></td>
<td>Eq Guinea</td>
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<td>1,776,581</td>
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<td>Gabon</td>
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<td>Total</td>
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<tr>
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<td>Kenya</td>
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<td>Rwanda</td>
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<td>Total East 1</td>
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<td>Comoros</td>
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<td>1,812,459</td>
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<td>1,339,524</td>
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<td>Total East 2</td>
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<tr>
<td>Total Multi Region</td>
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<td>447,387,063</td>
<td>337,116,061</td>
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<td>Total South 1</td>
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<td>331,834,261</td>
<td>330,632,489</td>
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<td>Mauritania</td>
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<td>Total South 2</td>
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<td>50,669,854</td>
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<td>West 1</td>
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<td>Mauritius</td>
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<td>1,082,920</td>
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<td>Total West 1</td>
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<td>Guinea-Bissau</td>
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<td>3,033,051</td>
<td>173,531</td>
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<td>Liberia</td>
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<td>2,810,760</td>
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<td>Senegal</td>
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<td>11,771,669</td>
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<td>Sierra Leone</td>
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<td>8,676,161</td>
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<td>Total West 2</td>
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<td>TOTAL</td>
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<td>736,994</td>
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47
## Appendix 4: Contract Award in 2011 by Borrower and Procurement Method

<table>
<thead>
<tr>
<th>Position</th>
<th>Project Country</th>
<th>objc Code</th>
<th>ICM Amount FZE</th>
<th>No.</th>
<th>LCIC</th>
<th>Amount FZE</th>
<th>No.</th>
<th>NGO</th>
<th>Amount FZE</th>
<th>DBF</th>
<th>Amount FZE</th>
<th>No.</th>
<th>FAC</th>
<th>Amount FZE</th>
<th>No.</th>
<th>SH</th>
<th>Amount FZE</th>
<th>Total</th>
</tr>
</thead>
<tbody>
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<td>Bolivia</td>
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<td>210 000</td>
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<td>210 000</td>
<td>10</td>
<td>210 000</td>
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<td>210 000</td>
<td>210 000</td>
<td>10</td>
</tr>
<tr>
<td>2</td>
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# Appendix 5: Contract Award in 2011 by Source of Supply in NRMCs and Source of Financing

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## Appendix 6: Contract Award by Source of Supply and Procurement Method in 2011

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