THE GLOBAL SURVEY OF PUBLIC SERVANTS

Procurement Module
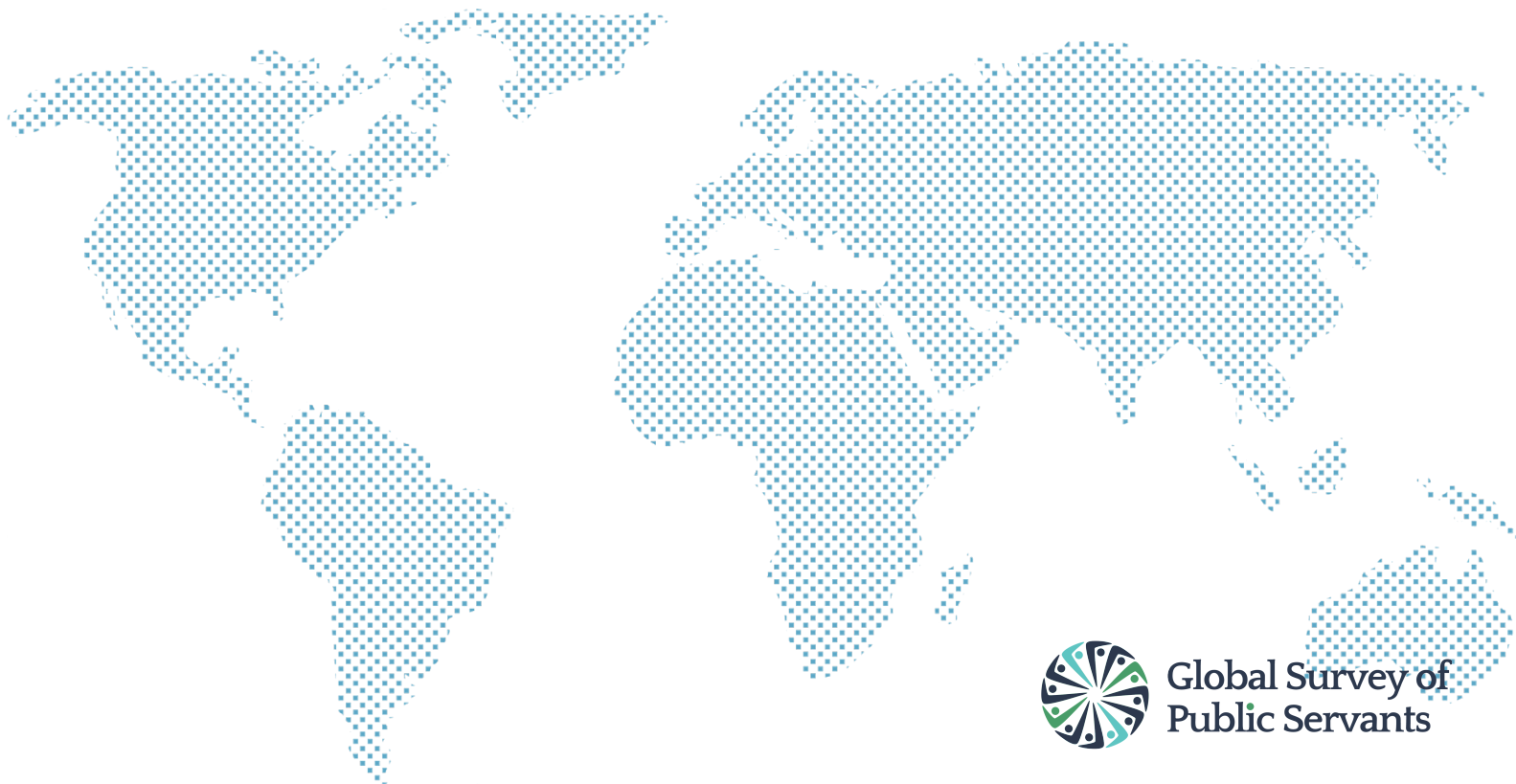
JURGEN RENE BLUMⓇSUSHMITA SAMADDARⓇMIHALY FAZEKASⓇISHTIAK SIDIQQUE

Global Survey of Public Servants

Stanford University | University College London | University of Nottingham | World Bank

Stanford University Affiliates

Katherine Bersch
Assistant Professor of Political Science at Davidson College

Francis Fukuyama
Mosbacher Director of the Center on Democracy, Development and the Rule of Law and Olivier Nomellini Senior Fellow at Stanford University

Dinsha Mistree
Research Fellow and Lecturer in the Rule of Law Program at Stanford University Law School

University College London Affiliates

Christian Schuster
Professor in Public Management at University College London

University of Nottingham Affiliates

Jan Meyer-Sahling
Professor of Political Science at the University of Nottingham

Kim Mikkelsen
Associate Professor of Politics and Public Administration at the Roskilde School of Governance

World Bank Group Affiliates

Zahid Hasnain
Senior Governance Specialist in the Governance Global Practice of the World Bank

Kerenssa Kay
Survey Manager at the Bureaucracy Lab of the World Bank

Daniel Rogger
Research Economist in the Development Impact Evaluation Research Group of the World Bank

Organizations within the World Bank. Within the World Bank, the members of the Global Survey of Public Servants Consortium are members of the Bureaucracy Lab, a joint initiative of the Global Governance Practice and the Development Impact Evaluation Research Group.

Attribution. Please cite the work as follows: Jurgen Rene Blum, Sushmita Samaddar, Mihaly Fazekas and Ishtiak Sidiqque (2022) "Procurement Module" Available at www.globalsurveyofpublicservants.org.

Adaptations. If you create an adaptation of this work, please add the following disclaimer along with the attribution: This is an adaptation of an original work by Hasnain, Zahid, Daniel Rogger, Dinsha Mistree, Kim Sass Mikkelsen, Christian Schuster, Kerenssa Kay, Katherine Bersch, Jan Meyer-Sahling and Francis Fukuyama (2022) "The Global Survey of Public Servants: Core Module". Views and opinions expressed in the adaptation are the sole responsibility of the author or authors of the adaptation and are not endorsed by the Consortium partners.

All queries on this document and the Global Survey of Public Servants should be addressed to info@globalsurveyofpublicservants.org

SUMMARY OF THE TRAINING MODULE

The Global Survey of Public Servants (GSPS) is an initiative to generate survey data from public servants in government institutions around the world. **The aim of the initiative is to increase the volume, quality and coherence of survey data on public administration.**

Understanding the motivations, behaviors, organizational environments and management practices of public servants through surveys is central to (1) better understand how public services and states around the world work; and, (2) help governments manage public services better. Further details, such as our approach, conceptual framework and other resources are available at www.globalsurveyofpublicservants.org.

The purpose of this document is to provide government counterparts, researchers and other stakeholders with a Procurement module that is not part of the GSPS common module to support and supplement their survey of public servants. By providing this additional module, GSPS hopes to provide both actionable evidence to governments for management improvements and scholarly evidence to further our understanding of how public services work.

The GSPS team are keen to promote the adoption of the other modules in surveys of government officials and stand ready to provide advice on implementation. We are also keen to receive anonymized versions of this module's data to share with the global community and are happy to facilitate the sharing of survey data and resources across teams. For further information, please contact the GSPS team at info@globalsurveyofpublicservants.org.

PT. Paper Based Tenders

PT.1	How many years of experience do you have in manually processing procurement tenders before the e-gp was introduced?	Numerical
PT.2	How many months of experience do you have in manual processing of tenders? [Ask only if PT.1 = 0]	Numerical
PT.3	Have you taken part in processing any national competitive paper-based tenders in this district?	1. Yes 2. No

TC. Paper Based Tenders: Transaction Costs

[Ask only if PT.1 >=1 and PT.3 = 1]

Enumerator states: Thank you. I would now like to collect information about your experiences with paper-based tender practices at around that time. Please think only about paper-based national competitive tenders that you administered.

TC.1	During a typical week, how many different tendering processes would you work on?	Numeric
TC.2	On average, how many calendar days would pass between starting the tender preparation and contract signature?	Numeric
TC.3	On average how many calendar days would you spend on preparing a paper-based tender document?	Numeric
TC.4	On average, how many calendar days would you spend on bid evaluation in an average paper-based tender?	Numeric
TC.5	On average, how many calendar days would you spend on obtaining contract approval and signature in a paper-based tender?	Numeric
TC.6	On average, how many calendar days would you spend in total on administering a paper- based tender?	Numeric
TC.7	How much would the office pay on an average to prepare tender documents for one tender? These includes costs of printing, photocopying, or binding tender documents among others.	Numeric
TC.8	How much would the office pay on average for advertising a tender in newspapers and bulletin board? Please add up all costs including corrigenda if necessary.	Numeric
TC.9	In what percentage of NCTs that the office conducted in a year would you engage security personnel to protect the premises (e.g. law enforcement officials)?	Numeric
TC.10	How much did your organization pay, if at all, for securing premises during each tendering process (e.g. law enforcement officials' costs on tender submission day)?	Numeric
TC.11	Please think of the approving authority that was responsible for approving most NCT tenders in the office. Where was that approving authority located?	Text
TC.12	Please name the city / town / settlement.	Text
TC.13	By which means of transportation did the office submit tenders to this approving authority?	1. By post 2. Brought in by person in office car 3. Brought in by person using public transport 4. Other -9. Don't know

TC.14	Please tell me what other transportation service you use [Ask only if PT.16 = 4]	Text
TC.15	On average, what percentage of tenders did your PE submit by the %TC.13% means?	Numeric

MT. Paper Based Tenders: Experiences with Manual Tenders

[Ask only if PT.1 >=1 and PT.3 = 1]

Enumerator states: Thank you. I would now like to collect information about your general experience with manual tenders. Again, please think back to the office that you were in FY 13/14. I would like to remind you that we seek your personal opinion and not the organizational mission, goal or position on E-GP. Your answers may be the same or may differ from %org% 's point of view. Either way, your answers will be confidential and anonymous.

MT.1	How easy did you find the paper-based procurement process to administer?	1. Very easy 2. Easy 3. Somewhat difficult 4. Difficult 5. Very difficult
MT.2	How stressful did you find the paper-based procurement process to administer?	1. Very stressful 2. Stressful 3. Somewhat stressful 4. Little stressful 5. Not stressful
MT.3	Based on your experience, how often did you or other procurement administrators feel threatened to influence procurement outcomes at the time? Threats can also be implicit.	1. Never 2. Rarely 3. Sometimes 4. Often 5. Very often
MT.4	Based on your experience, how often did a bidder or a group of bidders physically prevented other bidders from submitting bids.	1. Never 2. Rarely 3. Sometimes 4. Often 5. Very often
MT.5	Based on your experience, how often did bidders collude with each other to influence prices during a bidding process? They may collude by forming cartels and splitting up the market as well.	1. Never 2. Rarely 3. Sometimes 4. Often 5. Very often
MT.6	What are the two main advantages of traditional paper-based procurement process, in order of importance?	1. Time taken to process a tender 2. Cost of processing a tender 3. The stress related to processing a tender 4. Training needed to learn the processing method 5. No. of tenderers applying for a tender

		6. Quality of project implementation
		7. Tenderer quality and skills
		8. Inappropriate bidding practices (e.g. collusion)
		9. Translations for standard documents
		10. Bidder capacity development
		11. Technical complexity, challenges (internet connectivity, software usability)
		12. Trust or reliability of the system (manual or e-gp)
		13. Transparency
		14. Processing different lots at the same time
		-9 Other
MT.7	What is the other type of advantage in traditional paper based processing of tenders? [Ask only if MT.6 = -9]	Text
MT.8	What are the two main disadvantages of traditional paper-based procurement process, in order of importance?	1. Time taken to process a tender
		2. Cost of processing a tender
		3. The stress related to processing a tender
		4. Training needed to learn the processing method
		5. No. of tenderers applying for a tender
		6. Quality of project implementation
		7. Tenderer quality and skills
		8. Inappropriate bidding practices (e.g. collusion)
		9. Translations for standard documents
		10. Bidder capacity development
		11. Technical complexity, challenges (internet connectivity, software

		usability)
		12. Trust or reliability of the system (manual or e-gp)
		13. Transparency
		14. Processing different lots at the same time
		-9 Other
MT.9	What is the other type of disadvantage in traditional paper based processing of tenders? [Ask only if MT.8 = -9]	Text

EI. E-GP Implementation

Enumerator states: Thank you. I would now like to collect information about how you experienced the introduction of the e-GP system. Please think back of the time when you first started using the e-GP system.

EI.1	Have you taken part in processing any national competitive electronic tenders?	1. Yes 2. No
EI.2	How many years of experience do you have in E-GP processing of tenders	Numeric
EI.3	How many months of experience do you have in processing tenders under E-GP? [Ask only if EI.2 = 0]	Numeric

ET. E-GP Implementation: Transaction Costs

Enumerator states: Thank you. I would now like to ask you how many calendar days you spent on average on different stages of the national competitive tendering process. Again, please only tell us how many hours you would actually work on a tender, not about how long the process took overall.

ET.1	On average how many calendar days would you spend on preparing an electronic tender document?	Numeric
ET.2	On average, how many calendar days would you spend on bid evaluation in an average electronic tender?	Numeric
ET.3	On average, how many calendar days would you spend on obtaining contract approval and signature in an electronic tender?	Numeric
ET.4	On average, how many calendar days would you spend in total on administering an electronic tender?	Numeric

EP. E-GP Implementation: Perception of and Experience with E-GP Introduction

EP.1	What are the two main advantages of E-GP procurement process, in order of importance?	1. Time taken to process a tender 2. Cost of processing a tender 3. The stress related to processing a tender 4. Training needed to learn the processing method 5. No. of tenderers applying for a tender 6. Quality of project implementation 7. Tenderer quality and skills 8. Inappropriate bidding practices (e.g. collusion) 9. Translations for standard documents 10. Bidder capacity development 11. Technical complexity, challenges (internet connectivity, software usability) 12. Trust or reliability of the system (manual or e-gp) 13. Transparency 14. Processing different lots at the same time -9 Other
EP.2	What is the other type of advantage in e-GP processing of tenders? [Ask only if EP.2 = -9]	Text
EP.3	What are the two main disadvantages of E-GP procurement process, in order of importance?	1. Time taken to process a tender 2. Cost of processing a tender 3. The stress related to processing a tender 4. Training needed to learn the processing method 5. No. of tenderers applying for a tender 6. Quality of project implementation

		7. Tenderer quality and skills
		8. Inappropriate bidding practices (e.g. collusion)
		9. Translations for standard documents
		10. Bidder capacity development
		11. Technical complexity, challenges (internet connectivity, software usability)
		12. Trust or reliability of the system (manual or e-gp)
		13. Transparency
		14. Processing different lots at the same time
		-9 Other
EP.4	What is the other type of disadvantage in e-GP processing of tenders? [Ask only if EP.3 = -9]	Text
EP.5	How many trainings did you receive on how to process tenders under the e-GP system?	Numeric
EP.6	After processing how many tenders under e- gp did you feel completely confident working on the e-gp system on your own and without any external help/guidance/input?	Numeric
EP.7	On an average, how many days did it take to finish processing a tender when you were still learning to use e-gp?	Numeric

ES. E-GP Implementation: Spillovers and Selection

Enumerator states: Thank you. I would now like to collect information about how you decided whether to process a tender electronically or on paper. Please again think back of FY 13/14.

ES.1	At that time, were there standard criteria for assigning tenders to E-GP and manual processing?	1. It was completely up to each staff member/me to decide whether to process a tender through e-GP or not 2. There were no firmly defined criteria, but some general guidelines and norms 3. There were firmly defined criteria, but they were not rigorously applied to all tenders 4. There were firmly defined criteria, and they were consistently applied
ES.2	What criteria, guidelines or norms were used to assign tenders to e-GP?	1. Tenders were sorted on the basis of timing of the tender (e.g. all tenders with invitation date of May 2013 or beyond were processed under the e-GP) 2. Tenders were sorted on the basis of estimated tender value 3. Tenders were sorted on the basis on contract type (NCT, LTM etc) 4. Tenders were sorted on the basis of contract nature (goods/works) 5. Tenders were processed on the basis of works type (construction/repairs/schools/canals) 6. Tenders were sorted on the basis of whether they needed to be completed swiftly e.g. emergency tenders 7. Tenders were sorted on the basis of project 8. Tenders were assigned arbitrarily -9. Other
ES.3	On days when you were under time pressure (and could not get everything done on time), how did you choose which tenders to process first? Please identify the most important factor and the second most important factor.	1. The highest value tender 2. The tender that was most behind relative to deadlines 3. E-GP tenders

		4. Manual tenders
		5. I would seek the XEN's guidance on how to prioritize my work
		-9. Other
ES.4	On days when you were under time pressure (and could not get everything done on time), how did you prioritize your time between manual and e-GP?	1. Always e-GP
		2. Mostly e-GP
		3. Whether a tender is processed through e-GP or manually does not matter for prioritization
		4. Mostly manual
		5. Always manual

MP. Management Practices

Enumerator states: Thank you. I'd now like to collect information about how you manage the procurement process in your district. Let me stress, we are interested in how things work in practice in the past year or so, rather than what the formal rules state. There are often differences between the formal rules and what happens on the ground, and it's the latter that we are interested in. Remember that all answers you provide will be treated completely confidentially.

MP.1	In the past 6 months, how often have you reported in writing to the Superintending Engineer or to headquarters about progress against procurement (and/or contract completion) timelines that your district is responsible for?	1. Never 2. Once or twice 3. Every month 4. Every week 5. Multiple times a week
MP.2	In the past 6 months, how many field visits from headquarters / the SE have you received?	Numeric
MP.3	In the past 6 months, how often have you met with your team to review progress on ongoing tendering processes?	1. Never 2. Once or twice in the six month period 3. Every month 4. Every week 5. Multiple times a week
MP.4	In the last 6 months, about how many works projects have your AEEs been responsible for supervising?	Numeric
MP.5	In the last 6 months, for how many projects have you conducted field visits (at least once)?	Numeric
MP.6	Please think of the bills you received from contractors for the projects supervised by your AEEs over the past 6 months. How often did you check the measurement book prior to approving the payment?	1. For every single contract and month 2. For most contracts and months 3. I only spot check against the measurement book from time to time 4. I ask for the measurement book only for problem contracts 5. Rarely, I trust/follow the recommendation of my AE
MP.7	How do you track if team members meet tender invitation and award deadlines? How standardized are the verification processes?	1. This is not tracked 2. Some protocols have been created for tracking this, but I rarely use them 3. Protocols exist for tracking this, but I use them only when a

		problem arises
		4. Protocols exist for tracking this and they are used to identify delays and/or discrepancies
		5. Protocols exist for tracking this and they are regularly and frequently used to ensure deadlines are met and delays are prevented
MP.8	How do you ensure contracts are implemented correctly and on time?	1. No action is taken to ensure this is done
		2. Failure to implement a contract on time is only identified at the deadline
		3. Delays in contracts implementation are identified by tracking progress at standard points in time
		4. All contracts are regularly tracked to ensure they are implemented on time
		5. All contracts are automatically monitored and any issues in implementation automatically flagged
MP.9	How much responsibility do you typically delegate to your AEEs in defining the scope of a new contract (i.e. the work to be performed, the bill of quantities)? Please choose the option that best describes your approach.	1. I draft the scope document myself
		2. I provide detailed instructions to the staff member on the scope document or draft it myself, but review it with them to elicit their input
		3. I provide instructions and let the staff member draft the scope document. I review the document in detail before signing off
		4. I typically discuss the scope with a staff member before

		preparation of the scope document. We then jointly review the document before I sign off 5. I typically delegate the scope document preparation fully to my AEEs. Before signing off on the publication of the tender invitation, I review the final scope of the contract briefly
MP.10	Typically, how much responsibility do you give your AEEs in defining the qualification criteria for bidders?	1. I draft the qualification criteria myself 2. I provide detailed instructions to the staff member on the qualification criteria or draft them myself, but review it with them to elicit their input 3. I provide instructions and let the staff member draft the qualification criteria. I review the document in detail before signing off 4. I typically discuss the scope with a staff member before drafting the qualification criteria. We then jointly review the criteria before I sign off 5. I typically delegate drafting the qualification criteria fully to my AEEs. Before signing off on the publication of the criteria, I review the final scope briefly
MP.11	How often do you adjust the past experience requirements based on market information?	1. For all tenders 2. For the majority of tenders 3. For a minority of tenders 4. For a few exceptional tenders

		5. Never
MP.12	In the past 6 months, how many bidder community meetings have you organized?	Numeric
MP.13	Please think about how you typically assign tasks to your AEEs. In the first half of this FY17/18, roughly how often have you assigned important new tasks (for procurement and contract supervision) to your AEEs? By important tasks we mean tasks that take more than a full working week to complete.	1. I assign tendering and contract supervision tasks at the beginning of the Fiscal Year; there have been no changes or new tasks assigned 2. I assign tendering and contract supervision tasks at the beginning of the Fiscal Year; there have been very few changes since then 3. I have assigned significant new tasks to once or twice this FY (to accommodate new tasks to adjust workload within the team 4. I assign new tasks regularly about once a month 5. I assign new tasks frequently on a weekly or biweekly basis (depending on service delivery needs)
MP.14	When a position in your district is vacant/to be refilled, do you try to be involved in the selection process?	1. No, not at all 2. Rarely 3. Sometimes 4. Most of the time 5. Always
MP.15	To which extent do you agree with the following statements. I believe that in my role as EE	
MP.15.a	I am responsible for providing career advice to my staff	1. Strongly agree 2. Agree 3. Neither agree nor disagree 4. Disagree 5. Strongly disagree
MP.15.b	I try to be a mentor to my staff	1. Strongly agree 2. Agree 3. Neither agree nor disagree

		4. Disagree 5. Strongly disagree
MP.15.c	It is important that I build a reputation for my staff at headquarters	1. Strongly agree 2. Agree 3. Neither agree nor disagree 4. Disagree 5. Strongly disagree
MP.15.d	I support my staff in obtaining their next posting	1. Strongly agree 2. Agree 3. Neither agree nor disagree 4. Disagree 5. Strongly disagree
MP.16	During a typical working day, how many hours is there electricity (grid or generator)?	Numeric
MP.17	Out of the five [5] working days, how many days is their internet access good enough to check e-mail and work on e-gp?	Numeric
MP.18	Out of every 5 PE officials/ staff, how many have access to a computer (desktop or laptop)?	Numeric
MP.19	Out of every 5 PE officials/ staff, how many can use a computer to write a memo/letter?	Numeric
MP.20	Out of every 5 PE officials/ staff, how many can use a computer to create a PowerPoint presentation?	Numeric
MP.21	Out of every 5 PE officials/ staff, how many can use a computer to create an Excel spreadsheet?	Numeric