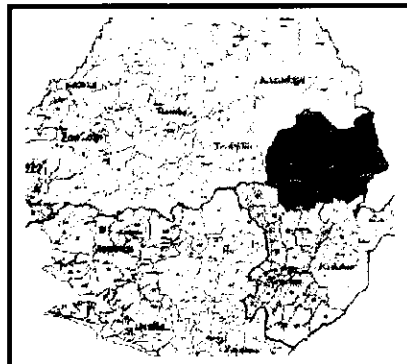


2016 ANNUAL ASSESSMENT REPORT
OF THE PROCUREMENT ACTIVITIES OF MINISTRIES, DEPARTMENTS,
AGENCIES AND LOCAL COUNCILS



REPUBLIC OF SIERRA LEONE



OCTOBER 2017

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LIST OF ABBREVIATIONS

AfDB	AFRICAN DEVELOPMENT BANK
CRF	CONSOLIDATED REVENUE FUND
DfID	DEPARTMENT FOR INTERNATIONAL DEVELOPMENT (UK)
EOI	EXPRESSION OF INTEREST
EU	EUROPEAN UNION
GoSL	GOVERNMENT OF SIERRA LEONE
ICB	INTERNATIONAL COMPETITIVE BIDDING
IFB	INVITATION FOR BIDS
MDA	MINISTRIES, DEPARTMENTS AND AGENCIES
MoFED	MINISTRY OF FINANCE AND ECONOMIC DEVELOPMENT
NCB	NATIONAL COMPETITIVE BIDDING
N/A	NOT APPLICABLE
NPPA	NATIONAL PUBLIC PROCUREMENT AUTHORITY
PE	PROCURING ENTITIES
PPA	PUBLIC PROCUREMENT ACT 2016
RB	RESTRICTED BIDDING
RFQ	REQUEST FOR QUOTATION
SBD	STANDARD BIDDING DOCUMENT
WB	WORLD BANK

The National Public Procurement Authority has undertaken yet another assessment of the procurement activities of public sector procuring entities. Those who know the challenges and other constraints faced by the Authority will agree with me that this is quite an achievement – to be able to do so much with so little.

We have seen reports as well as listened to concerns expressed from various quarters pointing out some of the weaknesses in public procurement practice and we have strongly supported the general clarion call that there is need for much improvement in the practice. The issues uncovered are symptomatic of a fledgling institution that is beginning to understand itself and therefore requires supportive guidance and direction so that its ultimate objectives will be fully aligned with the overarching principles under the public financial management reform programme. At the same time, besides knee-jerk reactions to the issues that plague public sector procurement, no full-fledged effort has been made to carefully study and implement reforms that will bring about improvements.

The issues discovered in the 2016 assessment are representative of the myriad of issues that have plagued the practice since its inception with the promulgation of the Public Procurement Act in 2004. Due to their repetitive nature, we have decided to catalogue them in this report (as an annex) to bring them to the attention of all in the hope that the scope of issues will show the real gravity and serve as an impetus to addressing them. We are hopeful that all stakeholders will take cognizance of these issues and put more effort into the strengthening and enhancement of the operations of the regulatory body and the concomitant development of procurement practitioners. Comprehensive training and development in the areas of monitoring and evaluation as well as general capacity building will yield profound dividend in bringing about the required improvement in the practice. Simply put, there is need for massive infusion of technical assistance to develop and strengthen public sector procurement if a robust procurement system is to be put in place and its attendant benefits are to be realised. Until this is done procurement will continue to be a weak link in public financial management (PFM).

A major accomplishment in the procurement sphere within the last ten years has been the institutionalization and acceptance of procurement as part of the public sector administrative structure. Following this achievement, the Authority turned its focus and concentration on the integration of the cadre of procurement practitioners into the mainstream of the civil service system.

With the active support of the Authority, a Procurement Directorate has been created within the Ministry of Finance and Economic Development with a mandate to manage the procurement cadre. The new focus is now on seeing improvements in processes and practices for the overall attainment of value for money in all procurement transactions.

Though the emphasis is rightly on the importance of political will as a factor for further improvement and development in this sector, it is necessary to keep in mind that the will to bring about transformational change needs to be embraced by all if change is to happen.

Brima Bangura
Chief Executive – NPPA

EXECUTIVE SUMMARY

This assessment focuses on the procurement activities of 127 institutions. The myriad of issues uncovered in operational procurement through our monitoring and evaluation interventions remain consistently high. This is a great cause for concern for the Authority. With the regulatory framework governing public sector procurement having been in place for more than twelve years, it is expected that there should have been a gradual decline of these issues as the practice has become more ingrained in our institutional fabric and the practitioners become more proficient in the practice. Unfortunately, we continue to see entrenched issues in all aspects of the procurement cycle. From needs identification to specifications definition and development all the way to contract management and asset disposal are fraught with challenges in their execution.

The assessment revealed that the Request for Quotations (RFQ) method continues to be the most common method of procurement employed. The basic reason attributable to this is that the greater value of spend by most of the institutions on a per transaction basis falls within the threshold for the employment of this method. Having said that, it must be stressed that contract splitting by PEs is also rife and this contributes to increasing the number of RFQs and “Other” procurement methods commonly used. This is an area of utmost concern to the Authority and in this regard the Authority has repeatedly pointed out that contract splitting of this nature is in violation of Section 29 (3) of the PPA. The use of processes such as grouping of similar requirements into lots, aggregation of requirements into framework contracts, etc that could help PEs to attain volume discounts as well as economies of scale in their procurement transactions remains a challenge as PEs continue to ignore these opportunities. Contract splitting is the antithesis of economies of scale and it reduces the potential for purchases to reach open competitive thresholds.

The possibility that there is under-reporting of all procurement activities undertaken during the course of the year remains a challenge. This is an issue that we will continue to grapple with but which we hope will be eliminated with the advent of an eProcurement system.

Another area that this assessment delved into is that commonly referred to as non-procurement items. These are activities, which though they have financial implications, yet, they are considered more mundane administrative matters than procurement inclined. However, a substantial percentage of the budget of PEs goes into this area and therefore we believe that greater fiscal discipline needs to be employed in their consummation. Three activities that stand out glaringly in this respect are (i) the procurement of fuel (ii) the procurement of airlines tickets and (iii) vehicles maintenance.

Fuel

Figures obtained from the assessment showed that more than Le10 billion was spent on the purchase of fuel. Wholesome costing of this aspect of spend within the public sector on a yearly basis would reveal a figure considerably higher than this.

Entities continue to purchase fuel at the pump price. We have not seen a single entity that has tried to obtain volume discounts as a result of their estimated yearly quantity of fuel purchase. As a government, we allow the fuel distributors to create the impression that discounts is a sacrosanct area and therefore none-negotiable. On the other hand, we are aware that other entities such as those in the telecoms industry have been able to leverage their position in order to obtain bulk discounts from these same fuel suppliers; despite the fact that the volume they purchase in comparison to that of the whole of the public sector is significantly lower. Substantial savings could be made if this area is carefully researched and appropriate steps taken to obtain discounts of even a few hundred leones from the pump price.

Airline Ticketing

External travelling poses another significant challenge as the cost of airline tickets vary greatly for similar destinations at similar travelling times. In 2015, NPPA undertook a study of this industry and concluded that there is significant variance in the cost of airline tickets across the whole of the public sector. A sampling of the spend of twenty-three MDAs on airline tickets for 2013 revealed a total spend of Le8,809,905,474. A sampling of nineteen entities for 2014 (the year of Ebola) revealed that a total of Le6,402,842,857 was spent on travelling. Despite other factors impacting on the overall cost of tickets, such as the wide variance in ticket class, the time of purchase, method of purchase, etc; yet at the same time, it came out clearly that overcharges by travelling agencies for airline tickets in the public sector is common.

Whereas the NPPA initially put the blame squarely on the traveling/ticketing agencies and their agents they, on the other hand, were quick to point out that a basic factor responsible for this is that officials in the public sector sometimes dictate to them the mark-up they should add to the normal cost of the tickets. This residual amount is then passed on to the officials. Added to this is the fact that traveling agents work on a commission basis, therefore, the higher the cost of the ticket the greater their total commission becomes.

Vehicles Maintenance

Vehicle maintenance costs are also significantly high. There is no control over this area as to the basic requirements for using the services of a particular workshop. Public sector officials make their own individual choice in this area. No study has been conducted to really understand the issues related to vehicle repairs. Costs for both parts as well as labour vary widely with no control mechanisms in place whatsoever. Again, this assessment captured spend of more than Le8 billion in the area of vehicle maintenance.

Again, the above three areas require more in-depth analysis as considerable savings could be realized through greater control and implementing responsible management practices for their purchase.

For 2016, 87% of all procurement activities above open competitive threshold were carried out using open competitive methods. There has been significant improvement in the area of open competitive bidding. However, some high value spend which could have substantial budgetary implications are still subject to restrictive methods.

Contract management, mainly contract supervision and monitoring, is fraught with challenges. Nearly non-existent contract management has resulted in untimely delays and poor quality of goods and poor workmanship in the greater majority of projects. The need for enterprise-wide improvements in the overall management of contracts cannot be overly

emphasized. The financial costs attributable to poor contract management can be quite immense.

For our everyday operational procurement activities, including the purchase of common use items, we cannot close this section without stressing that much benefit could be derived through the implementation of framework contracts. Utilizing the services of its Help Desk, NPPA has continually pointed this out and has guided procurement practitioners in its implementation. However, we are yet to see great uptake in this area. Framework contracts will help protect against contract splitting and could also address the issue of late provision of funds. Under framework contracts, PEs would not need to wait until funding is approved before the procurement process could be initiated.

The singularly unique position of the Authority should be leveraged in the holistic development of public sector procurement. Under its mandate, which includes monitoring and evaluation, a fundamental responsibility of NPPA is to assess the risks inherent in procurement (the practice, the practitioners as well as the private sector) and to promote measures that will adequately address these risks. Concerted and dedicated effort in improving regulatory capacity, rather than lip service, needs to be made by all stakeholders truly interested in seeing actual improvement in PFM. Tangible gains in procurement can only be realized with a robustly functioning regulatory authority in place.

**COMPARATIVE DATA ON CONTRACTS
FOR 2014-2016**

TOTAL NUMBER OF CONTRACTS

REGION	YEAR 2014 (in number and percentage)	YEAR 2015 (in number and percentage)	YEAR 2016 (in number and percentage)
East	133 (3%)	172 (4%)	311 (6%)
North	235 (5%)	289 (7%)	183 (4%)
South	281 (6%)	280 (6%)	453 (9%)
West	4,092 (86%)	3,698 (83%)	3,921 (81%)
Total number of contracts	4,741	4,439	4,868

Table 1 Number of contracts

TOTAL VALUE OF CONTRACTS

REGION	YEAR 2014 (Value in Leones)	YEAR 2015 (Value in Leones)	YEAR 2016 (Value in Leones)
East	2,890,038,322 (0.37%)	11,956,964,098 (0.8%)	6,868,697,491 (0.4%)
North	9,268,217,809 (1.19%)	16,547,574,095 (1.1%)	18,781,171,937 (1%)
South	3,435,440,821 (0.44%)	7,508,808,420 (0.5%)	8,692,968,489 (0.6%)
West	760,319,998,587 (98%)	1,445,329,420,501 (97.6%)	1,507,019,601,331 (98%)
Total number of contracts	775,913,695,539	1,481,342,767,114	1,541,362,439,248

Table 2 Value of contracts

CONTRACTS BY SECTOR

REGION	YEAR 2014 (in number and percentage)	YEAR 2015 (in number and percentage)	YEAR 2016 (in number and percentage)
Economic	1,470 (31%)	1,915 (43%)	1,540 (32%)
General	1,403 (30%)	784 (18%)	1,121 (23%)
Social	869 (18%)	653 (14.5%)	826 (17%)
Security	240 (5%)	267 (6%)	307 (6%)
Local Councils	759 (16%)	820 (18.5)	1,074 (22%)

Table 3 Contracts by Sector

VALUE OF CONTRACTS BY SECTOR

REGION	YEAR 2014 (value in Leones)	YEAR 2015 (value in Leones)	YEAR 2016 (Value in Leones)
Economic	473,887,087,783 (61.1%)	1,190,284,825,308 (80%)	1,030,845,502,708 (67%)
General	113,813,129,082 (14.7%)	93,427,561,054 (6%)	55,094,151,749 (4%)
Social	106,565,160,980 (13.7%)	80,112,791,896 (6%)	116,382,308,749 (7%)
Security	63,997,284,839 (8.2%) (8.2%)	84,225,531,136 (6%)	306,191,649,745 (20%)
Local Councils	17,651,032,856 (2.3%)	33,292,057,719 (2)	32,848,826,297 (2%)

Table 4 Value of Contracts by Sector

CONTRACTS BY CATEGORY

CATEGORY	YEAR 2014 (in number and percentage)	YEAR 2015 (in number and percentage)	YEAR 2016 (in number and percentage)
Construction	10 (100%)	10 (100%)	10 (100%)

Table 5 Contracts by Category

VALUE OF CONTRACTS BY CATEGORY

CATEGORY	YEAR 2014 (value in Leones)	YEAR 2015 (value in Leones)	YEAR 2016 (value in Leones)
Construction	1,000,000,000.00	1,000,000,000.00	1,000,000,000.00

Table 6 Value of Contracts by Category

CONTRACTS BY FUNDING SOURCE

CATEGORY	YEAR 2014 (in number and percentage)	YEAR 2015 (in number and percentage)	YEAR 2016 (in number and percentage)
Construction	10 (100%)	10 (100%)	10 (100%)

Table 7 Contracts by Funding Source

VALUE OF CONTRACTS BY FUNDING SOURCE

CATEGORY	YEAR 2014 (value in Leones)	YEAR 2015 (value in Leones)	YEAR 2016 (value in Leones)
Construction	1,000,000,000.00	1,000,000,000.00	1,000,000,000.00

Table 8 Value of contracts by funding source

CONTRACTS BY PROCUREMENT METHOD

CATEGORY	YEAR 2014 (in number and percentage)	YEAR 2015 (in number and percentage)	YEAR 2016 (in number and percentage)
Construction	10 (100%)	10 (100%)	10 (100%)

Table 9 Contracts by procurement method

VALUE OF CONTRACTS BY PROCUREMENT METHOD

METHOD	YEAR 2014 (value in Leones)	YEAR 2015 (value in Leones)	YEAR 2016 (value in Leones)
ICB	276,813,113,369(36%)	1,029,825,138,203(69.5%)	1,110,371,088,318 (72%)
NCB	97,407,444,868 (12%)	144,376,247,831(9.7%)	162,441,194,688 (11%)
RFQ	62,714,900,867 (8%)	74,837,606,331(5.1%)	84,764,190,165 (5%)
OTHER	338,978,236,435(44%)	232,303,724,749(15.7%)	183,785,966,077 (12%)

Table 10 Value of contracts by procurement method

COMPREHENSIVE DATA

VOLUME OF PROCUREMENT CONTRACTS CARRIED OUT

In line with successive years, the data for the 2016 assessment shows that of the 4,868 reported procurement activities, 3,921 (81%) were undertaken in the Western Area with the remaining 19% shared among the other regions as follows: East – 311 (6%), North – 183 (4%) and South – 453 (9%).

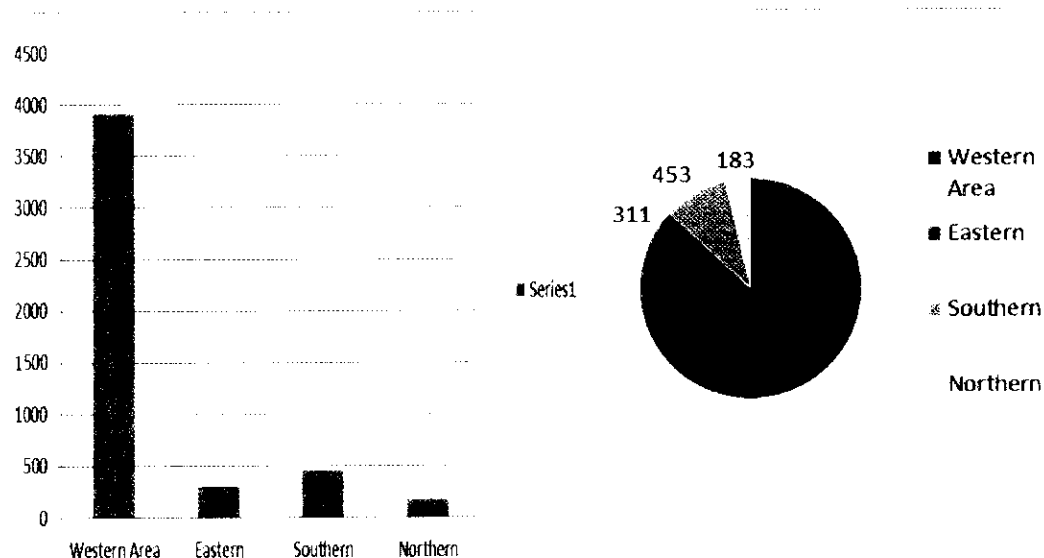


Figure 1 Number of Procurement by region

VALUE OF PROCUREMENT CONTRACTS CARRIED OUT

Of the total of Le1,541,362,439,248 procurement contracts countrywide, Le1,507,19,601,331 (98%) was done in the Western area; Le8,692,968,489 (0.6%) in the Southern province; Le18,781,171,937 (1%) in the Northern province and Le6,868,697,491 (0.4%) in the Eastern province as presented below.

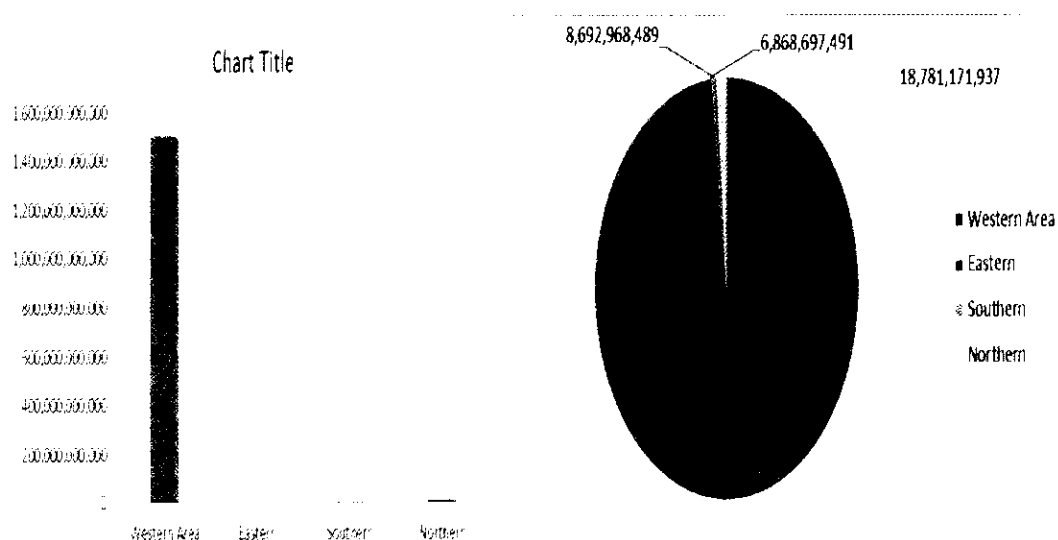


Figure 2 Value of Procurement by Region

PROCUREMENT CONTRACTS BY SECTOR

A comparison of procurement contracts undertaken within the five sectors provided the following results with the Economic sector taking the lead with 1,540 activities (32%), followed by the General sector with 1,121 activities (23%), the Local Councils with 1,074 activities (22.7%), the Social sector with 826 activities (17%) and the Security sector with 307 activities (6.0%).

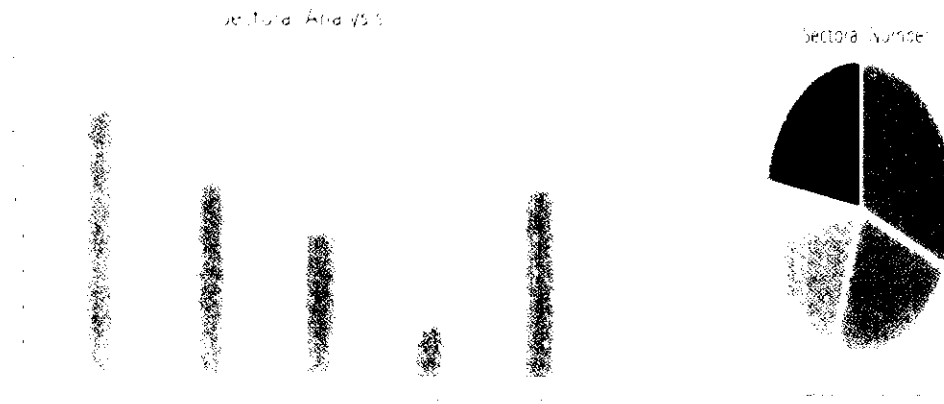


Figure 3 Number of Procurement by Sector

VALUE OF PROCUREMENT CONTRACTS BY SECTOR

In terms of the total value of procurement contracts carried out within each sector, the Economic sector took a big lead with Le1,030,845,502,708 (67%), followed by the Security sector with Le306,191,649,745 (20%), the Social sector with Le116,382,308,749 (7%), the General sector with Le55,094,151,749 (4%) and the Local Councils with Le32,848,826,297



Figure 4 Value of Procurement by Sector

PROCUREMENT CONTRACTS BY CATEGORY

The assessment data revealed that 3,483 (72%) of all procurement contracts were in the category of goods, 542 (11%) of works and 843 (17%) of services.

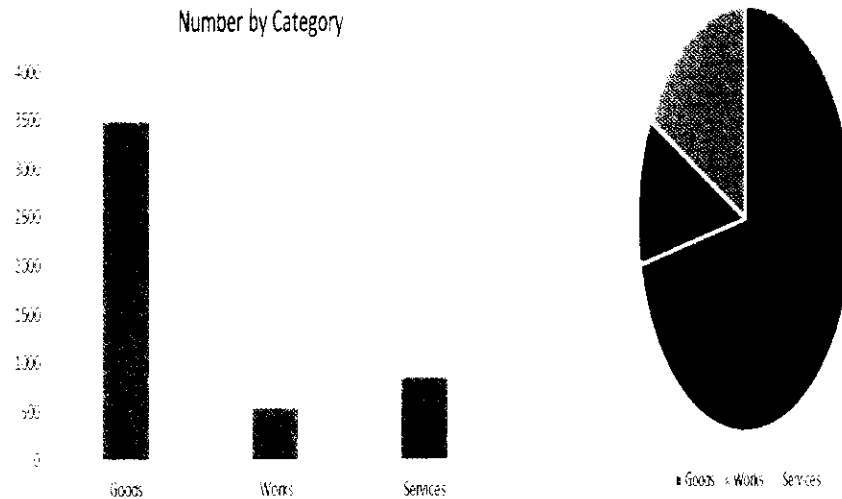


Figure 5 Number of procurement by Category

VALUE OF PROCUREMENT CONTRACTS BY CATEGORY

By value, Le928,239,085,372 (60%) was spent on goods; Le534,811,037,252 (35%) was spent on works and Le78,312,316,624 (5%) on the procurement of consultancy services.

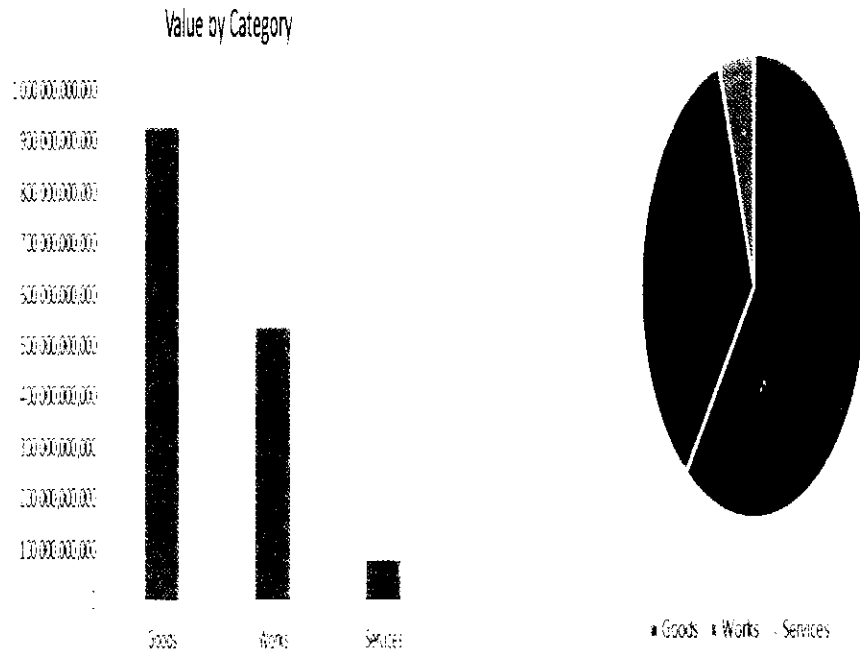


Figure 6 Value of Procurement by Category

PROCUREMENT CONTRACTS BY FUNDING SOURCE

The procurement contracts by funding source showed that 3,253 (67%) of all procurement contracts carried out were funded by the Government of Sierra Leone; 1,207 (25%) were funded by the procuring entities themselves mainly through internally generated funds and 408 contracts representing (8%) funded by various donor agencies.

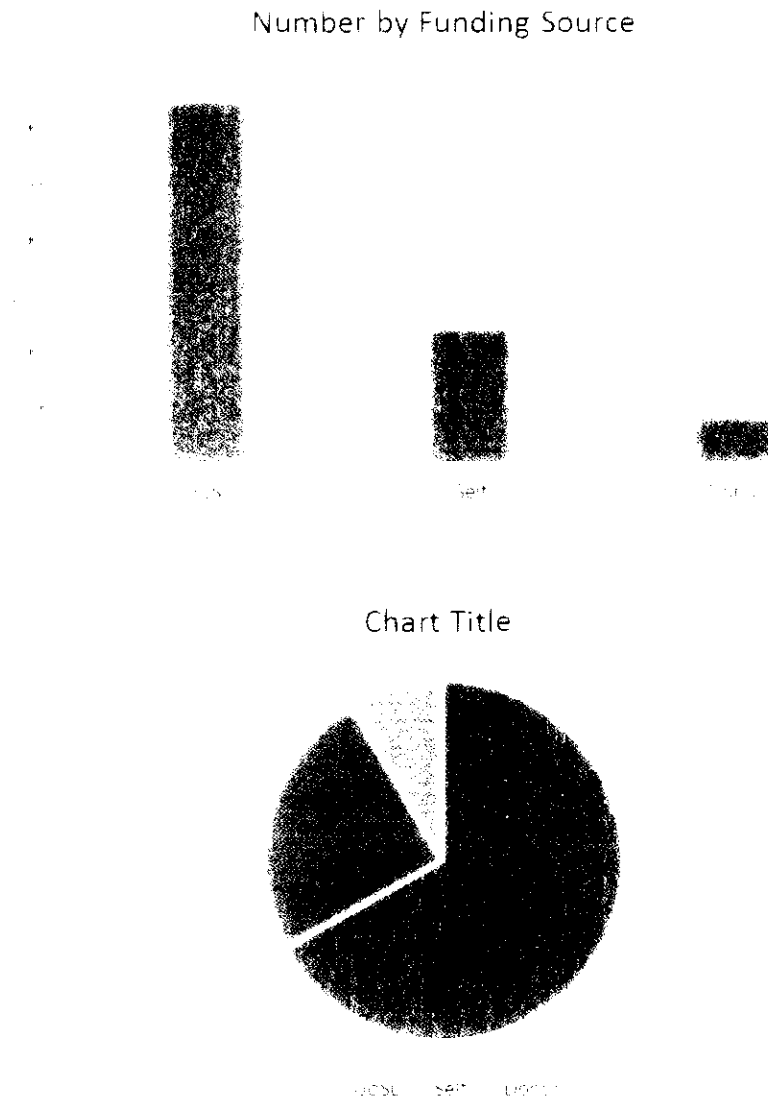


Figure 7 Number of Procurement by Funding Source

VALUE OF PROCUREMENT CONTRACTS BY FUNDING SOURCE

The values for the above translates as Le1,042,658,849,085 (68%) was funded by the Government of Sierra Leone; Le132,431,071,525 (24%) from self-funding and Le366,272,518,638 (8%) from donor funding.

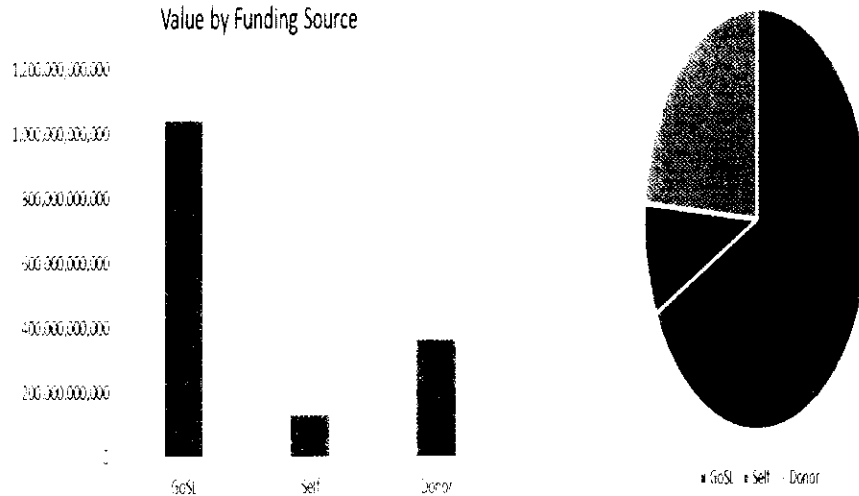


Figure 8 Value of Procurement by Funding Source

PROCUREMENT CONTRACTS BY METHOD

On methods used in the procurement process, 43 activities, representing (1%) were carried out by International Competitive Bidding method (ICB); 353 (7%) by the National Competitive Bidding (NCB) method; 3,947 (81%) using Request for Quotations (RFQ) method and 525 (11%) by Other methods.

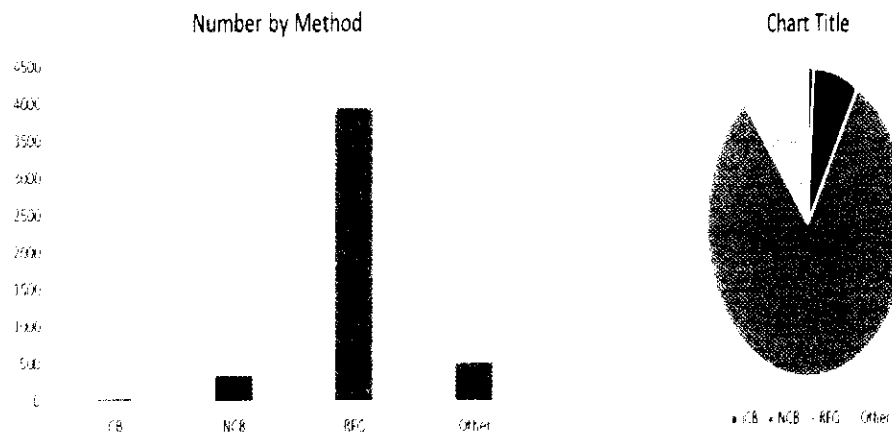


Figure 9 Number of Procurement by Method

VALUE OF PROCUREMENT CONTRACTS BY METHOD

From the value perspective, Le1,110,371,088,318 (72%) was done through ICB; Le162,441,194,688 (11%) through NCB; Le84,764,190,165 (5%) through RFQ and Le183,785,966,077 (12%) through other methods. Though the value for RFQ totals only 5%, yet we discovered an indiscriminate use of this method, whereas, had aggregation been done, there would have been a greater increase in the number as well as value of open competitive processes.



Figure 10 Value of Procurement by Method

PROCUREMENT CONTRACTS BY PLANNING STATUS

Carrying out procurement in accordance with the prepared procurement plan in the institutions is one of the critical issues in the procurement reform process. The 2016 assessment showed that 1,655 (34%) of procurements during the period under review were planned and 3,213 (66%) were actions not planned. Although at first look, the percentage of unplanned actions seem low, it is a cause for concern, for it is the source of noncompliance in procurement processes.

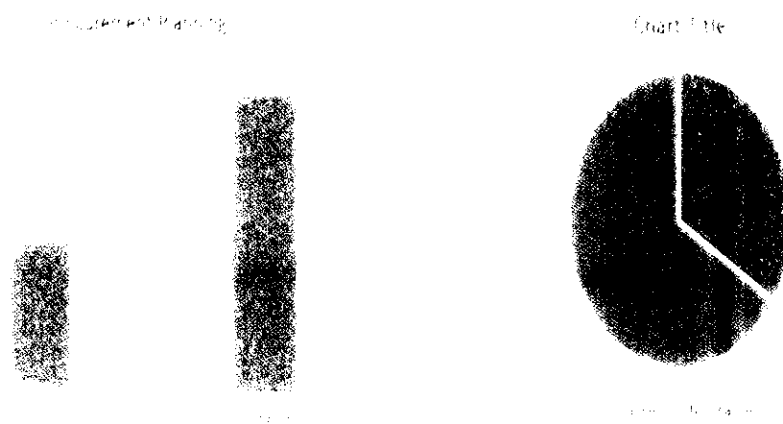


Figure 11 Number of Procurement according to Procurement Plan

RANKING OF ENTITIES BY VALUE

In order to enhance its monitoring activities, the NPPA has grouped all procuring entities into three main categories based on the annual value of their procurement spend. The top twenty-five entities form the first group which is also the priority group. The second group contains the next fifty procuring entities and the rest of all procuring entities form the third and final group.

Due to the value, complexity and critical nature of the entities in the first group, 65% of all monitoring interventions is concentrated on their activities. 25% attention is dedicated to the next group and the remaining 10% to the third group.

The value of spend for the first thirty institutions is given below:

2016		
NO	NAME OF INSTITUTION	TOTAL COST (LE)
1	Sierra Leone Roads Authority	423,264,225,219
2	Ministry of Energy	356,693,512,320
3	National Registration Secretariat	100,750,156,505
4	Ministry of Defence	100,426,377,894
5	National Telecommunications Commission (NATCOM)	98,373,663,800
6	Ministry of Transport & Aviation	96,860,386,188
7	Ministry of Health and Sanitation	65,125,496,549
8	Sierra Leone Correctional Service (Sierra Leone Prisons Department)	36,366,160,650
9	National Commission for Social Action (NaCSA)	15,394,207,632
10	Electricity Distribution and Supply Authority	14,986,155,555
11	Bank of Sierra Leone	14,087,372,207
12	Sierra Leone Police	13,435,525,250
13	Ministry of Education Science and Technology	8,269,733,896
14	National Revenue Authority (NRA)	7,117,532,238
15	National Electoral Commission (NEC)	7,109,415,300
16	International Fund for Agricultural Development (IFAD) (National Programme Coordinating Unit)	6,698,587,712
17	Strategy and Policy Unit	5,743,054,052

18	Ernest Bai Koroma University Science and Technology	5,616,255,545
19	Ministry of Finance & Economic Development (MoFED)	4,987,835,500
20	Ministry of Works, Housing & Infrastructure.	4,907,785,382
21	Freetown City Council	4,149,422,820
22	Guma Valley Water Company (GVWC)	3,536,951,698
23	National Insurance Company Ltd.	3,121,825,344
24	Sierra Leone Road Safety Authority	3,033,781,500
26	Freetown Teachers College	2,712,590,837
27	Koinadugu District Council	2,525,623,475
28	Petroleum Directorate.	2,332,353,290
29	Pujehun District Council	2,318,788,830
30	National Aids Coordinating Secretariat	2,283,612,956

GLOBAL - Use of competitive procurement methods	
Value of Goods above the Threshold	879,469,595,172
Value of Works above the threshold	519,638,068,320
Value of Services above the threshold	69,707,935,035
Total	1,468,815,598,527
Value ICB Goods	592,465,456,392
Value NCB Goods	100,334,636,098
Value ICB Works	467,083,357,729
Value NCB Works	50,768,534,240
Value ICB Services	52,660,570,597
Value NCB Services	9,769,869,950
Total	1,273,082,425,006
Percentage	87
	Target for 2016 under the PAF as agreed with the multi-donors was 60%
Number of Goods above the threshold	270
Number of Works above the threshold	109
Number of Services above the threshold	46
Total	425
Number of ICB Goods	52
Number of NCB Goods	202
Number of ICB Works	6
Number of NCB Works	96
Number of ICB Services	12
Number of NCB Services	34
Total	402
Percentage	94.6

MINISTRY OF ENERGY (MoE)

For the 2016 financial year, the Ministry of Energy reported a total of eleven procurement activities that it carried out of which all eleven were for the procurement of Goods (100%). The total value of all procurement undertaken this entity is Le356,693,512,320. However, MoE did not submit its procurement plan to NPPA for validation. The presumption therefore is that none of the activities were planned. All activities undertaken were funded by the Government of Sierra Leone. For two years running, procurement activities at this entity have remained very high in terms of value of procurement with the greater percentage of contracts related to infrastructural development projects. Volume of procurement on the other hand is relatively low. The entity has a demonstrably well developed procurement system as it has been able to use open competitive bidding methods for all high value activities. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
11	0	0	11	0
Total Number of Contracts: 11			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
356,693,512,320	0	0	Planned	Unplanned
(100%)			0	11
Total value of contracts: Le356,693,512,320			Source of funding for contracts	
Contract types used			GoSL	
Lump Sum	Framework	Full Price	Self	Donor
11	0	0	11 (100%)	0
			0	0

Table 11 Basic Statistical Data for MoE

SIERRA LEONE ROADS AUTHORITY (SLRA)

For the 2016 financial year, Sierra Leone Roads Authority reported a total of forty-three procurement activities that it carried out of which twenty-five (58%) were for the procurement of Goods, fifteen (35%) were for the procurement of Works and three (7%) were for the procurement of Services. The total value of all procurement undertaken by this entity is Le423,264,225,219 making it the highest spending entity for 2016. However, SLRA did not submit its procurement plan to NPPA for validation. The presumption therefore is that none of the activities were planned. Thirty-nine (91%) of the activities were funded by the Government whilst four (9%) were funded by donors. Though this entity has demonstrably shown maturity in its handling of strategic procurement activities

yet its execution of operational procurement activities remains rudimentary. Despite several guidance given by NPPA in the past, the entity continues to engage in contract splitting as shown below:

1. Stationery Items

i.	Procurement of Stationery Items	-	Le37,100,000 (Eddie K Ent)
ii.	Reprinting of Stores Document General Serv)	-	Le23,500,000 (Bambara)
iii.	Procurement of Stationery Items	-	<u>Le32,385,000</u> (Eddie K Ent)
			Le92,985,000

2. Office Equipment, Furniture and Consumables

i	Toners for Laserjet Printer Investment)	-	Le2,400,000 (Liverpool)
ii	Desktop Computer and Printer	-	Le14,990,000 (Eddie K Ent)
iii.	One Split Unit Aircon	-	Le 8,500,000 (Waindu Ent)
iv	Computer Consumables	-	Le27,600,000 (Tenphine Ent)
v	One Split Unit Aircon	-	Le6,000,000 (Eddie K)
vi	One Laser Printer	-	Le5,000,000 (Eddie K)
vii.	One Split Unit Aircon	-	Le8,500,000 (Entabuy Agency)
viii.	Computer and Printer Agency)	-	Le12,500,000 (Entabuy)
ix.	Toner Cartridges	-	Le7,600,000 (Idelco Ent)
x.	Computer & Photocopier Consumables	-	Le59,600,000 (Entabuy Agency)
xi.	One Split Unit Aircon	-	Le5,800,000 (Entabuy Agency)
xii	Procurement of CPU	-	Le3,800,000 (Eddie K Ent)
xiii.	Computer Equipment	-	Le12,000,000 (Eddie K Ent)
xiv	One Split Unit Aircon	-	Le4,500,000 (Eddie K Ent)
xv	1500 AMPS Power Supply	-	Le1,500,000 (Eddie K Ent)
xvi.	One Split Unit Aircon	-	Le5,800,000 (Eddie K Ent)
xvii.	Two Swivel Chairs	-	Le6,000,6000 (Dedleleo Ent)
xviii	Furniture and Equipment	-	Le13,627,500 (A.A. Ent)
xix.	Swivel Chair	-	<u>Le6,500,000</u> (Pat-Leo-Jen Ent)
			Le212,217,500

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that "A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."

Though the greater percentage of contracts executed are listed as planned, however, this could not have been the case as contract splitting generally points to a failure to plan. This also shows a lack of disciplined procurement planning on the part of the entity.

In closing, it must be pointed out that a procurement activity undertaken by this entity, which was for the reconstruction of the Wellington – Masiaka highway, was not taken into account as it did not meet the parameters of this assessment due to the fact that it was purely a public private partnership agreement that was funded solely by the contractor whose investment would be recouped over a period exceeding twenty years.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
			Request for Quotations	Other
Total Number of Contracts: 43			Planned procurement activities	
Value of the contracts in Leones			Planned	Unplanned
346,639,500 (0.08%)	418,660,165,719 (98.9)	4,257,420,000 (1.0)		33
Total Value of contracts: Le96,860,386,188				
Contract types used				
Framework	Framework	Framework		
43	0	0	GoSL	39 (91%)
			Self	0
			Donor	4 (9%)

Table 12 Basic Statistical Data for SLRA

MINISTRY OF TRANSPORT AND AVIATION (MTA)

For the 2016 financial year, the Ministry of Transport and Aviation reported a total of seven procurement activities that it carried out of which all seven were for the procurement of Goods (100%). The total value of all procurement undertaken by this entity is Le96,860,386,188. Though the entity provided information to show that all its procurement activities were planned and were executed according to plan, however, a review of the validated plan showed that procurement of vehicles were stated on the plan as ICB but were procured using restricted bidding. In addition, the procurement of buses was not contained on the plan. No updated or revised plan was submitted to NPPA. All

activities undertaken were funded by the Government of Sierra Leone. For two years running, procurement activities at this entity have remained very high in terms of value. Volume of procurement on the other hand is relatively low. This is a cause of concern as it could be due to under-reporting. The entity had proposed using framework contracts in its procurement plan, however, due to the allocated amounts, it had to use RFQ method instead. Despite its use of restricted bidding, the entity has a demonstrably well developed procurement system. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Procurement activities			Procurement method used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 11			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
(100%)			Planned	Unplanned
Total value of contracts in Leones			Source of funding for contracts	
Contract types used			GoSL	
Framework contracts	Framework contracts	Framework contracts	Self	
7	0	0	Donor	
			11 (100%)	
			0	
			0	

Table 13 Basic Statistical Data for MTA

SIERRA LEONE WATER COMPANY (SALWACO)

For the 2016 financial year, SALWACO reported a total of thirty procurement activities that it carried out of which twenty-one (70%) were for the procurement of Goods whilst nine (30%) were Works related procurement. The total value of all procurement undertaken by this entity is Le1,077,291,934. Though the entity provided information to show that all its procurement activities were planned and were executed according to plan, however, a review of the validated plan showed that most of the activities executed were not on the plan and no updated or revised plan was submitted to NPPA. All activities undertaken were funded by the Government of Sierra Leone. In contrast to the last two previous years, there was a sharp decline in the value of procurement activities undertaken by this entity. Its volume of procurement is average. All procurement activities were conducted using RFQ method. There is under-reporting of the holistic procurement activities of this entity as project related activities, such as the Three Towns Water Supply and Sewage System project, which is under this entity were not reported. Glaring contract splitting could be seen through the award of contract to Brunnenbau Conrad for the supply of materials and construction of a borehole at SALWACO's HQ.

All timelines for both contracts had the same dates but there was an apparent split of the contract into Le138,600,000 and Le41,500,000 in order to avoid the use of open competitive bidding procedures.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **"A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 30			<u>Request for Quotations</u>	<u>Other</u>
Value of the contracts in Leones			Planned procurement activities	
555,053,000	522,238,934	0	Planned	Unplanned
Contract types used				
7	0	0		
			Source of funding for contracts	
			GoSL	30 (100%)
			Self	0
			Donor	0

Table 14 Basic Statistical Data for SALWACO

BANK OF SIERRA LEONE (BSL)

For the 2016 financial year, the Bank of Sierra Leone reported a total of eleven procurement activities that it carried out of which six (55%) were for the procurement of Goods whilst one (9%) was Works related and four (36%) were for the procurement of Services. The total value of all procurement undertaken by this entity is Le14,087,372,207. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. Nine (82%) of the activities undertaken were funded by the entity itself and the remaining two (18%) were funded by donors. In contrast to the last two previous years, there was a sharp decline in the value of procurement activities undertaken by this entity. The volume of procurement activities is relatively low. The entity failed to provide any information on its operational procurement requirements such as the purchase of stationery, office equipment & furniture, sundry items, etc.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Procurement by type of contract			Procurement method used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 11			Request for Quotations	Other
Value of the contracts in Leones				
7,193,861,248 (47%)	324,680,307 (35%)	6,568,830,652 (18%)	Planned procurement activities	
Contract types used			Planned	Unplanned
11	0	0		

Source of funding for contracts	
Cost	0
Revenue	9 (82%) Le8,152,941,555
Grants	2 (18%) Le5,934,430,652

Table 15 Basic Statistical Data for BSL

NATIONAL TELECOMMUNICATIONS COMMISSION (NATCOM)

For the 2016 financial year, NATCOM reported a total of thirty-one procurement activities that it carried out of which seventeen (55%) were for the procurement of Goods whilst one (3%) was Works related and thirteen (42%) were for the procurement of Services. The total value of all procurement undertaken by this entity is Le98,373,663,800. Though the entity stated that 65% of all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that adequate planning was not done by the entity. All of the activities undertaken were funded by the entity itself. The volume of procurement activities is medium whilst the value is high. The quantum reported for the procurement of stationery and other operational expenditures appears small taking into account the scope of NATCOM's operations and also its staff size. This creates the possibility of under-reporting. Contract splitting by this entity is evident as detailed below:

1. Computer Equipment and Stationery Items

- i. Supply of Desktop Computers - Le59,200,000 (Joel Edmunds)
- ii. Procurement of laptop - Le6,000,000 (Computer Shop)

iii.	Procurement of Toners Enterprises)	-	Le23,250,000	(UP
iv.	Procurement of 304A Toner Multi-Service)	-	Le2,760,000	(Solet
v.	Procurement of external hard drive Multi-Service)	-	Le2,760,000	(Solet
			<u>Le93,970,000</u>	

Failure to aggregate, which results in contract splitting is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that "A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 31			<u>Request for Quotations</u>	<u>Other</u>
Value of the contracts in Leones			Planned procurement activities	
4,087,268,300 (4%)	47,600,000,000 (48%)	46,686,395,500 (48%)	<u>Planned</u>	<u>Unplanned</u>
Total value of contracts: Le98,575,003,800				31
Contract types used				
Framework		Call price		
31	0	0		

Source of funding for contracts	
GoSL	0
Self	31 (100%)
Donor	

Table 16 Basic Statistical Data for NATCOM

GUMA VALLEY WATER COMPANY (GVWC)

For the 2016 financial year, GVWC reported a total of one hundred and fifty procurement activities that it carried out of which 140 (93%) were for the procurement of Goods whilst five (3.5%) were Works related and five (3.5%) were for the procurement of Services. The total value of all procurement undertaken by this entity is Le3,536,951,698. Though

the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that none of the activities were planned. Seventy-nine (52%) of the activities undertaken were funded by the Government and the remaining seventy-two (48%) were funded by the entity itself. Though the value of procurement activity reported for this period is relatively low, yet the volume of reported activities shows that this entity endeavoured to report on all activities. In contrast to the last two previous years, there was a sharp decline in the value of procurement activities undertaken by this entity.

The handling of both capital as well as operational procurement is rudimentary as 90% of procurement activities were undertaken using request for quotation method whereas open competitive bidding thresholds would have been reached had the entity aggregated its procurement spend for the year.

- i. For the procurement of plumbing materials, pipes and fittings, GVWC carried out 136 small value procurement totaling Le251,928,750.
- ii. For vehicle maintenance and procurement of spares, GVWC carried out 41 small value procurement totaling Le211,771,000.
- iii. For the procurement of stationery and office equipment, GVWC carried out 34 small value procurement totaling Le179,758,850.
- iv. For the procurement of provisions and sundry items, GVWC carried out 20 small value procurement totaling Le111,953,160.

Failure to aggregate, which results in contract splitting is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **"A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."**

Though the greater percentage of contracts executed are listed as planned, however, this could not have been the case as contract splitting generally points to a failure to plan. This also shows a lack of disciplined procurement planning on the part of the entity.

Other relevant information on the procurement activities of this entity are summarized in the following tables.

Goods	Works	Services
Total Number of Contracts: 150		
Value of the contracts in Leones		
1,585,017,260 (44.8%)	324,680,307 (54.8%)	12,625,000 (0.4%)
Contract types used		
150	0	0

Procurement method used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Source of funding for contracts	
Govt	79 (53%)
Entity	71 (47%)
	0

Table 17 Basic Statistical Data for GCWC

SIERRA LEONE POLICE (SLP)

For the 2016 financial year, a total of seventy three reportable procurement activities were carried out by SLP of which 64 (88%) were for the procurement of Goods whilst three (4%) were Works related and six (8%) were for the procurement of Services. The total value of all reportable procurement undertaken by this entity is Le13,435,525,250. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, the review determined that a substantial number were not executed according to plan. The entity failed to include the procurement of some operational expenditure in its plan which contributed to the use of RFQ method of procurement for these items. Lack of proper planning and disciplined execution according to the plan resulted in the overuse of RFQ for the procurement of building materials, stationery, office equipment, etc.

SLP is currently undertaking several on-going construction related works using its own labour (force account). A concern is the fact that neutral contract managers are not been used to review the quality of work and to ensure its conformance to all requirements. It is expected that own labour of this type should be used for minor works and other urgent/unanticipated assignments. Their use in major projects could result in poor quality work going unnoticed and therefore being accepted.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
64 (88%)	3 (4%)	6 (8%)	64 (88%)	9 (12%)
Total Number of Contracts: 73			Request for Quotations	Other
Value of the contracts in Leones			64 (88%)	9 (12%)
13,178,860,250 (98.1%)	101,735,000 (0.75%)	154,930,000 (1.15%)	Planned procurement activities	
Contract types used			Planned	Unplanned
Force Account	Force Account	Force Account	64 (88%)	9 (12%)
73	0	0	Source of funding for contracts	
			GoSL	73 (100%)
			Self	0
			Donor	0

Table 18 Basic Statistical Data for SLP

NATIONAL SOCIAL SECURITY AND INSURANCE TRUST (NASSIT)

For the 2016 financial year, NASSIT reported a total of fifty seven procurement activities that it carried out of which all 57 (100%) were for the procurement of Goods. The total value of all reportable procurement undertaken by this entity is Le1,163,098,000. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be independently verified. The presumption therefore is that none of the activities were planned especially in light of the fact that the entity used RFQ method to undertake all its procurement of over Le1 billion. Lack of proper planning and disciplined execution according to the plan resulted in the overuse of RFQ for the procurement of stationery, office equipment, etc.

All procurement activities reported were strictly on operational expenditure only. Due to the size of NASSIT's operations and its financial resources, it is inconceivable that it did not undertake any capital procurement expenditure for the whole of the financial year. This therefore points to the possibility of under-reporting of all procurement activities. Blatant contract splitting by this entity is evident as shown below:

1. Office Stationery and Related Equipment

SUPPLY OF A4 DUPLICATING PAPER
REGENCY ENT.
27,600,000

1st QTR STOCK REPLENISHMENT (STATIONERY)
3 KINGS INTERNATIONAL
12,737,400

SUPPLY OF A4 VANGUARD ASSORTED
MATU & DENDO
9,000,000

SUPPLY OF FARGO DTC 550 LAMINATE
BIANGUEY ENTERPRISE
56,000,000

SUPPLY OF SONY VOICE RECORDER	IP TRADERS	2,000,000
SUPPLY OF CP80 COLOURED RIBBON	BIANGUEY ENTERPRISE	56,000,000
SUPPLY OF SONG PROJECTOR	H.M SAFFIDEEN	5,520,000
SUPPLY OF CANON IR 2520 PHOTOCOPIER	H.M SAFFIDEEN	9,200,000
SUPPLY OF PVC CARD BRS	H.L.J/TRADING ENT.	58,000,000
SUPPLY OF A4 PAPERS	3 KINGS INTERNATIONAL	31,050,000

SUPPLY OF EXTENSION CABLES	LECHOITRAM & SONS	650,000
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SUPPLY OF WATER DISPENSER	LECHOITRAM & SONS	950,000
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SUPPLY OF BOX 90A & 80A CARTRIDGE	YONI COMMERCIAL ENTERPRISE	25,700,000
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SUPPLY OF DIGITAL FSO CARD	G GATE GLOBAL SOLUTION	5,800,000
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vi. Computer Equipment and Stationery Items

iv.	Procurement of Stationery Items	-	Le37,100,000 (Eddie K Ent)
v.	Reprinting of Stores Document	-	Le23,500,000 (Bambara General Serv)
vi.	Procurement of Stationery Items	-	<u>Le32,385,000 (Eddie K Ent)</u>
			<u>Le92,985,000</u>

vii. Office Equipment, Furniture and Consumables

xx.	Toners for Laserjet Printer	-	Le2,400,000 (Liverpool Investment)
xxi.	Desktop Computer and Printer	-	Le14,990,000 (Eddie K Ent)
xxii.	One Split Unit Aircon	-	Le 8,500,000 (Waindu Ent)
xxiii.	Computer Consumables	-	Le27,600,000 (Tenphine Ent)
xxiv.	One Split Unit Aircon	-	Le6,000,000 (Eddie K)
xxv.	One Laser Printer	-	Le5,000,000 (Eddie K)
xxvi.	One Split Unit Aircon	-	Le8,500,000 (Entabuy Agency)
xxvii.	Computer and Printer	-	Le12,500,000 (Entabuy Agency)
xxviii.	Toner Cartridges	-	Le7,600,000 (Idelco Ent)

xxix.	Computer & Photocopier Consumables - Agency)	-	Le59,600,000	(Entabuy
xxx.	One Split Unit Aircon Agency)	-	Le5,800,000	(Entabuy
xxxi.	Procurement of CPU Ent)	-	Le3,800,000	(Eddie K
xxxii.	Computer Equipment Ent)	-	Le12,000,000	(Eddie K
xxxiii.	One Split Unit Aircon Ent)	-	Le4,500,000	(Eddie K
xxxiv.	1500 AMPS Power Supply	-	Le1,500,000	(Eddie K Ent)
xxxv.	One Split Unit Aircon Ent)	-	Le5,800,000	(Eddie K
xxxvi.	Two Swivel Chairs	-	Le6,000,6000	(Dedleleo Ent)
xxxvii.	Furniture and Equipment	-	Le13,627,500	(A.A. Ent)
xxxviii.	Swivel Chair Jen Ent)	-	<u>Le6,500,000</u>	(Pat-Leo-
			<u>Le212,217,500</u>	

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **"A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
Total Number of Contracts: 73		
Value of the contracts in Leones		
1,163,098,000 (100%)	(0%)	(0%)
Contract types used		
57	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Source of funding for contracts	
GoSL	57 (100%)
Self	0
Donor	0

Table 19 Basic Statistical Data for NASSIT

SHERBROOKE AIRPORTS AUTHORITY (SLAA)

For the 2016 financial year, SLAA reported a total of forty-two procurement activities that it carried out of which 41 (98%) were for the procurement of Goods whilst one (2%) was for the provision of a service. The total value of all reported procurement undertaken by this entity is Le537,978,100. Though the entity stated that 75% of its procurement activities were planned and were executed according to plan, however, the review determined that a substantial number were not planned and even those that were planned were not executed according to the plan. Lack of proper planning and disciplined execution according to the plan resulted in the overuse of RFQ for the procurement of stationery, office equipment, etc. The procurement plan showed also that SLAA had planned to undertake seven works related and seven services related contracts in 2016. However, none of these were reported on, therefore it is presumed that they were not carried out.

Taking into consideration the nature of SLAA's operations, it would appear that the entity did not provide a comprehensive report on all its procurement activities for the year. It is a requirement that all procurement activities, including donor supported ones should be reported on.

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **"A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 42			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
491,000,600	0	46,977,500	Planned	Unplanned
(91%)		(9%)		
Contract types used				
42	0	0		

Source of funding for contracts	
GoSL	0
Self	42 (100%)
Donor	0

Table 20 Basic Statistical Data for SLAA

MINISTRY OF EDUCATION, SCIENCE & TECHNOLOGY (MEST)

For the 2016 financial year, MEST reported a total of only ten procurement activities that it carried out of which nine (90%) were for the procurement of Goods and one (10%) was for Works related. The total value of all procurement undertaken by this entity is Le8,269,733,896. None of the activities undertaken were planned as was confirmed by the fact that MEST did not prepare a procurement plan for 2016. Nine (90%) of the activities were funded by the Government whilst one (10%) was funded by a donor agency. Though this entity did not prepare a procurement plan, yet 80% of all procurement was undertaken using open competitive method.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 10			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
8,135,327,896	134,406,000	0	Planned	Unplanned
(98%)	(2%)	(0)		
Contract types used				
10	0	0		

GoSL	9 (90%)
Self	0
Donor	1 (10%)

Table 21 Basic Statistical Data for MEST

MINISTRY OF DEFENCE (MOD)

For the 2016 financial year, a total of forty-six reportable procurement activities were carried out by MOD of which thirty-three (72%) were for the procurement of Goods, ten (22%) were for the procurement of Works and three (6%) were for the procurement of Services. The total value of all reportable procurement undertaken by this entity is Le100,426,377,894. However, MOD did not prepare a procurement plan for 2016 therefore all procurement activities were unplanned. All forty-six activities (100%) were funded by the Government. Contract splitting, resulting in the use of RFQ is detailed below:

3. Stationery Items

vii.	Procurement of Stationery Items	-	Le37,100,000 (Eddie K Ent)
viii.	Reprinting of Stores Document General Serv)	-	Le23,500,000 (Bambara
ix.	Procurement of Stationery Items	-	<u>Le32,385,000 (Eddie K Ent)</u>
			<u>Le92,985,000</u>

4. Office Equipment, Furniture and Consumables

xxxix.	Toners for Laserjet Printer Investment)	-	Le2,400,000 (Liverpool
xl.	Desktop Computer and Printer Ent)	-	Le14,990,000 (Eddie K
xli.	One Split Unit Aircon Ent)	-	Le 8,500,000 (Waindu
xlii.	Computer Consumables	-	Le27,600,000 (Tenphine Ent)
xliii.	One Split Unit Aircon	-	Le6,000,000 (Eddie K)
xliv.	One Laser Printer	-	Le5,000,000 (Eddie K)
xlvi.	One Split Unit Aircon Agency)	-	Le8,500,000 (Entabuy
xlvi.	Computer and Printer Agency)	-	Le12,500,000 (Entabuy
xlvi.	Toner Cartridges	-	Le7,600,000 (Idelco Ent)

xlvi.	Computer & Photocopier Consumables - Agency)	-	Le59,600,000	(Entabuy Agency)
xlix.	One Split Unit Aircon Agency)	-	Le5,800,000	(Entabuy Agency)
i.	Procurement of CPU Ent)	-	Le3,800,000	(Eddie K Ent)
ii.	Computer Equipment Ent)	-	Le12,000,000	(Eddie K Ent)
iii.	One Split Unit Aircon Ent)	-	Le4,500,000	(Eddie K Ent)
liii.	1500 AMPS Power Supply	-	Le1,500,000	(Eddie K Ent)
liv.	One Split Unit Aircon Ent)	-	Le5,800,000	(Eddie K Ent)
lv.	Two Swivel Chairs	-	Le6,000,6000	(Dedleleo Ent)
lvi.	Furniture and Equipment	-	Le13,627,500	(A.A. Ent)
lvii.	Swivel Chair	-	Le6,500,000	(Pat-Leo-Jen Ent)
			<u>Le212,217,500</u>	

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that "A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
Total Number of Contracts: 46		
Value of the contracts in Leones		
99,666,463,894 (99.25%)	703,008,000 (0.70%)	59,906,000 (0.05%)
Contract types used		
Framework	Open	Other
43	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned
GoSL	100,426,377,894 (100%)
Self	0
Donor	0

Table 22 Basic Statistical Data for MOD

SIERRA LEONE CORRECTIONAL SERVICES (SLCS)

For the 2016 financial year, Sierra Leone Correctional Services reported a total of forty-nine procurement activities that it carried out, of which all forty-nine were for the procurement of Goods (100%). The total value of all procurement undertaken by this entity is Le36,366,160,650 which is doubled that reported for 2015. The entity provided information to show that all its reported procurement activities were planned and were executed according the plan. However, no information was provided on the procurement of stationery, maintenance, rehabilitation, etc. Some activities were included on the procurement plan but were apparently not carried out. All activities undertaken were funded by the Government of Sierra Leone. Volume of procurement is moderately high. Due to the nature of its diet supplies, the entity should seriously consider the institution of framework contracts to enhance its effective control over these supplies. Other relevant information on the procurement activities of this entity are summarized in the following tables:

<u>Goods</u>	<u>Works</u>	<u>Services</u>
Total Number of Contracts: 11		
<u>Value of the contracts in Leones</u>		
36,366,160,650	0	0
(100%)		
Total Value of contracts: Le36,366,160,650		
<u>Contract types used</u>		
<u>Framework</u>	<u>Open</u>	<u>Other</u>
49	0	0

<u>Procurement Method Used</u>	
<u>Open Method</u>	<u>Restrictive Method</u>
<u>Request for Quotations</u>	<u>Other</u>
<u>Planned procurement activities</u>	
<u>Planned</u>	<u>Unplanned</u>
<u>Source of funding for contracts</u>	
<u>GoSL</u>	36,366,160,650 (100%)
<u>Self</u>	0
<u>Donor</u>	0

Table 23 Basic Statistical Data for SLCS

MINISTRY OF AGRICULTURE, FORESTRY & FOOD SECURITY (MAFFS)

For the 2016 financial year, Ministry of Agriculture, Forestry & Food Security reported a total of thirteen procurement activities that it carried out, of which all twelve were for the procurement of Goods (92%) whilst one was construction works related (8%). The total value of all procurement undertaken by this entity is Le220,455,000. This is in marked contrast to 2015 when the reported total amount of spend for this entity was Le15,064,068,500. This could be partially due to the fact that only two operational procurement activities were reported on, namely the procurement of stationery and vehicle maintenance. The entity provided information to show that all its reported procurement activities were planned; however, the activities were not executed according to the plan as the method stated on the plan for both activities is NCB but this was changed to RFQ instead at execution. Several major agricultural related activities are contained in the plan but were not reported on as having been undertaken. All procurement activities undertaken were funded by the Government of Sierra Leone. Contract splitting is evident for the two reported activities as detailed below:

1. Stationery Items

i.	Supply and Delivery of Stationery Items -	Le51,515,000	(Eddie K Ent)
ii.	Supply and Delivery of Toner Cartridges	-	Le3,080,000 (Etta Enterprise)
iii.	Supply and Installation of Anti-Virus	-	Le59,600,000 (Etta Enterprise)
		<u>Le114,195,000</u>	

2. Vehicle Maintenance

i.	Maintenance of AKT 606	-	Le9,120,000 (Dozic Enterprise)
ii.	Vehicle Maintenance (Dep. Minister 2)	-	Le6,000,000 (Dozic Enterprise)
iii.	Vehicle Maintenance (Dep. Minister 1)	-	Le7,800,000 (Dozic Enterprise)
iv.	Vehicle Maintenance (Dep. Minister 1)	-	Le3,350,000 (Dozic Enterprise)
v.	Vehicle Maintenance ALP 267	-	Le8,250,000 (Dozic Enterprise)
vi.	Vehicle Maintenance AIA 971	-	Le7,600,000 (Dozic Enterprise)
vii.	Vehicle Maintenance AGX 291	-	Le9,840,000 (Dozic Enterprise)
viii.	Vehicle Maintenance AKT 607	-	Le8,275,000 (Dozic Enterprise)
		<u>Le60,235,000</u>	

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **"A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act."**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Procurement Statistics			Procurement Method	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 13			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
184,480,000	35,975,000	0	Planned	Unplanned
(84%)	(16%)			
Contract types used			Source of funding for contracts	
Open Method	Restrictive Method	Other	GoSL	220,455,000 (100%)
13	0	0	Self	0
			Donor	0

Table 24 Basic Statistical Data for MAFFS

NATIONAL COMMISSION FOR SOCIAL ACTION (NaCSA)

For the 2016 financial year, NaCSA reported a total of forty-three procurement activities that it carried out, of which four were for the procurement of Goods (9%) whilst thirty-nine were Works related (91%). The total value of all procurement undertaken by this entity is Lc15,394,207,632. However, NaCSA did not submit its procurement plan to NPPA for validation. The presumption therefore is that none of the activities were planned. All activities undertaken were donor funded. Contract splitting is evident as detailed below:

1. Stationery Items

1. Supply of Computers for the ACC - Lc75,500,000 (H & J Investment Ltd)

- ii. Supply of Laptop Computers for SSNP - Le21,000,000 (Buman Investment)
- iii. Supply of laptop computers, photocopiers - Le264,375,000(Skaitel Ltd)

Le360,875,000

2. Printing

- i. Printing of 350 pieces of A3 size handbooks - Le43,750,000 (C2B Print & Publising)
- ii. Printing of 2,500 educational posters - Le63,216,000 (Hudman's Investment)

Le106,966,000

The method of procurement for each of the above was by Request for Quotation (RFQ). However, it is evident that aggregating similar procurement activities would have produced values equivalent to NCB threshold for the items on an annual basis.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **“A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act.”**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
1,417,772,000	13,976,435,632	0
Total Number of Contracts: 43		
Value of the contracts in Leones		
1,417,772,000	13,976,435,632	0
(9%)	(91%)	
Total value of contracts: Le15,394,207,632		
Contract types used		
43	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Source of funding for contracts	
GoSL	0
Self	0
Donor	15,394,207,632 (100%)

NATIONAL REVENUE AUTHORITY (NRA)

For the 2016 financial year, the NRA reported a total of twenty-two procurement activities that it carried out of which nineteen were for the procurement of Goods (86%) whilst three were for the procurement of Services (14%). The total value of all procurement undertaken this entity is Le7,117,532,238. The entity provided information to show that most of its reported procurement activities were planned and some were executed according to the plan. However, no information was provided on the procurement of stationery, sundry items, vehicles maintenance, rehabilitation works, etc. All of these point to underreporting by the entity. Some activities were included on the procurement plan but were apparently not carried out. All activities undertaken were funded by the Government of Sierra Leone. The entity has a demonstrably well developed procurement system as it used open competitive bidding methods for most of its high value activities. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Type of Procurement			Procurement Method	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 22			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
6,181,632,238	0	935,900,000	Planned	Unplanned
(87%)		(13)		
Total value of contracts: Le7,117,532,238				
Contract types used				
22	0	0		
			Source of funding	
			GoSt	22 (100%)
			Self	0
			Donor	0

Table 3.3 Basic Statistical Data for NRA

MINISTRY OF WORKS, HOUSING AND INFRASTRUCTURE (MoWHI)

For the 2016 financial year, the MoWHI reported a total of twenty-two procurement activities that it carried out of which eleven were for the procurement of Goods (50%), seven were for the procurement of Works (32%) and four were for the procurement of Services (18%). The total value of all procurement undertaken this entity is Le4,907,785,382. This represents a third of total value of procurement for 2015. The entity prepared a procurement plan which was validated by NPPA. There is the possibility of under-reporting as no information was provided for operational expenditure such as

purchase of stationery was. Most of the activities on the plan were not carried out during the course of the year. The volume of procurement on the other hand is relatively low. Contract splitting is evident as detailed below:

1. Rehabilitation Works

- i. Rehabilitation of Parliament for State Opening -
Le141,000,000 (Alie and Sons)
- ii. Rehabilitation Works (tiling, painting, etc of Parliament) -
Le148,900,000 (Abimer Const. & General Supplies)

Le289,900,000

The method of procurement for each of the above was Request for Quotation (RFQ). However, it is evident that aggregating the two activities would have produced values equivalent to NCB.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that “A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act.”

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 22			<u>Request for Quotations</u>	<u>Other</u>
Value of the contracts in Leones			Planned procurement activities	
1,312,752,332	2,396,113,050	1,198,920,000	Planned	Unplanned
(27%)	(49%)	(24%)		
Contract types used			Source of funding for contracts	
11	0	0	GoSL	22 (100%)
			Self	0
			Donor	0

SILVERSTONE ROAD TRANSPORT CORPORATION (SLRTC)

For the 2016 financial year, SLRTC reported a total of twenty-nine procurement activities that it carried out of which all twenty-nine were for the procurement of Goods (100%). The total value of all procurement undertaken this entity is Le281,451,500. The entity prepared a procurement plan which was validated by NPPA. Though most of the activities were slated for open competitive bidding on the plan, however, the method was changed to RFQ or direct invoicing at execution. This was mainly due to substantial reduction in the amounts. Direct invoicing was used to undertake 65% of all procurement activities even though the values were substantially above the threshold for direct invoicing. Direct invoicing should be restricted to the purchase of very small value items below the threshold for RFQ i.e. below Le1 million. Due to the nature of its operations, which requires frequent purchase of vehicles spares and consumables, SLRTC should strongly consider the use of framework contracts to help rationalize the procurement of these items. The volume and value of procurement at this entity are fairly low.

Though not considered a procurement item, however, SLRTC spent a total of Le622 million on fuel in 2016. Since this is a considerable portion of its expenditure, SLRTC consider negotiating volume discounts with its supplier instead of purchasing at pump price. This could result in substantial cost savings for the entity.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Procurement Method			Procurement Method used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 22			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
281,451,500	0	0	Planned	Unplanned
(100%)			Source of funding for contracts	
Contract types used			GoSL	0
Framework	0	0	Self	29 (100%)
			Donor	0

Basic Statistical Data for SLRTC

MINISTRY OF WORKS, HOUSING AND INFRASTRUCTURE (MoWHI)

For the 2016 financial year, the MoWHI reported a total of twenty-two procurement activities that it carried out of which eleven were for the procurement of Goods (50%), seven were for the procurement of Works (32%) and four were for the procurement

Services (18%). The total value of all procurement undertaken this entity is Le4,907,785,382. This represents a third of total value of procurement for 2015. The entity prepared a procurement plan which was validated by NPPA. There is the possibility of under-reporting as no information was provided for operational expenditure such as purchase of stationery was. Most of the activities on the plan were not carried out during the course of the year. The volume of procurement on the other hand is relatively low. Contract splitting is evident as detailed below:

2. Rehabilitation Works

- iii. Rehabilitation of Parliament for State Opening -
Le141,000,000 (Alie and Sons)
- iv. Rehabilitation Works (tiling, painting, etc of Parliament) -
Le148,900,000 (Abimer Const. & General Supplies)

Le289,900,000

The method of procurement for each of the above was Request for Quotation (RFQ). However, it is evident that aggregating the two activities would have produced values equivalent to NCB.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **“A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act.”**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 22			<u>Request for Quotations</u>	<u>Other</u>
Value of the contracts in Leones			Planned procurement activities	
1,312,752,332	2,396,113,050	1,198,920,000	<u>Planned</u>	<u>Unplanned</u>
(27%)	(49%)	(24%)		
Contract types used			Source of funding for contracts	
Lease/Supply	Lease/Work	Consultancy	GoSL	22 (100%)
11	0	0	Self	0
			Donor	0

SILERRA TONE ROAD SAFETY AUTHORITY (SLRSA)

For the 2016 financial year, SLRSA reported a total of one hundred and eight procurement activities that it carried out of which seventy-nine (73%) were for the procurement of Goods whilst twenty-nine (27%) were for the procurement of Services. What stands out most glaringly is the fact that all one hundred and eight activities were undertaken using RFQ only. The total value of all procurement undertaken by this entity is Le3,033,781,500. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that adequate planning was not done by the entity. This is further supported by the fact that all procurement activities were done using RFQ. All of the activities undertaken were funded by the entity itself. The volume of procurement activities is high whilst the value is medium. It is surprising to note also that in spite of the nature of the operations of this entity a substantial amount is spent on a yearly basis on vehicle repairs and maintenance carried out by outside garages. Contract splitting by this entity is rife as detailed below:

1. Computers and Computer Consumables

i. Supply of Toner Cartridges	- Le22,400,000 (Tenflin Investment)
ii. Supply of Desktop Computers and Printers	- Le12,000,000 (Tenflin Investment)
iii. Supply of Printer (Kambia)	- Le5,500,000 (Tenflin Investment)
iv. Supply of Fargo Printer Head	- Le32,500,000 (Eddiecan Investment)
v. Supply of Printers	- Le11,000,000 (Tenflin Investment)
vi. Supply of Desktop Computers	- Le6,800,000 (Tenflin Investment)
vii. Supply of Computers (Call Center)	- Le27,200,000 (Tenflin Investment)
viii. Supply of Desktop Computer	- Le6,800,000 (Tenflin Investment)
ix. Supply of Network Materials	- Le15,000,000 (E-Solutions)
x. Supply of Computers and Printers	- Le30,000,000 (Prime Computers)
xi. Supply of CAT 6 Network Cables	- Le5,200,000 (Mohmojam Ent)
xii. Supply of Fargo DTC 550 Ribbon	- Le59,200,000 (Office Solutions)
xiii. Supply of Computers and External Drives	- Le8,500,000 (Tenflin Investment)
xiv. Supply of Computers, Printers, UPS	- Le40,480,000 (Tenflin Investment)
xv. Supply of Toners	- Le44,200,000 (Tenflin Investment)
--. Supply of Printer and Copier	- Le15,000,000 (Tenflin Investment)

Le341,780,000

3. Stationery Items

iv	Supply of A4 Papers and Drawing Pins	-	Le7,100,000	(Tenflin Investment)
v	Supply of A4 Papers	-	Le18,000,000	(Ansusil Investment)
vi.	Supply of Stationeries	-	Le40,300,000	(Ansusil Investment)

vii.	Supply of Stationeries Investment)	-	Le12,432,000	(Tenflin
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Le77,832,000

4. Printing Requirements

i.	Printing of Learners Permits	-	Le28,000,000	(Bakisa Ent)
ii.	Printing of Circulation Permit	-	Le15,000,000	(Bakisa Ent)
iii.	Printing of Frequently Asked Questions	-	Le55,000,000	(Mohmojam Ent)
iv.	Printing of Life Card "Blue"	-	Le40,000,000	(Leone Merchant)
v.	Printing of Letter Head	-	Le18,000,000	(Solid Graphics)
vi.	Printing of 2017 Diaries	-	Le50,000,000	(Solid Graphics)
vii.	Printing of TVR Tags	-	Le11,988,000	(Bakisa Ent)
viii.	Printing of Vehicle Passenger Manifest	-	Le21,250,000	(Mohmojam Ent)
ix.	Printing of Operational Documents	-	Le24,900,000	(Leone Merchant)
x.	Printing of Dealers Log Book	-	Le3,000,000	(Mohmojam Ent)
xi.	Printing of TVR Tags	-	Le11,988,000	(Bakisa Ent)
xii.	Printing of Passenger Manifest	-	Le50,000,000	(Mohmojam Ent)
xiii.	Printing of Operational Documents	-	Le33,810,000	(Entabuy Agency)
xiv.	Printing of Vehicle Passenger Manifest	-	Le12,500,000	(Mohmojam Ent)
xv.	Printing of Spot Fine Tickets	-	Le48,750,000	(Amvel Ent)
---	Production of Service Charter	-	Le31,500,000	(Think Inspired)
---	Production of Signages	-	Le14,400,000	(Think Inspired)
---	Production of Directional Signs	-	Le30,000,000	(Think Inspired)

Le500,086,000

5. Maintenance of Vehicles

viii.	Maintenance of RSA Vehicles	-	Le11,710,000	(Dozic Ent)
ix.	Supply of Spares for Vehicles Maintenance	-	Le5,815,000	(Dozic Ent)
x.	Supply of Spares for Vehicles Maintenance	-	Le13,290,000	(God's Favor Ent)

Le30,815,000

6. Procurement of Sundry Items

iii.	Supply of Office Items	-	Le5,140,000	(Mohamjam Ent)
iv.	Supply of rain gears	-	Le49,500,000	(Tee-Kiddies)
v.	Supply of Office Items	-	Le58,140,000	(Burch Ent)
vi.	Supply of Office Items	-	Le36,200,000	(Office Solutions)
vii.	Office Cabinets and hard drives	-	Le6,700,000	(Templine Invest)
viii.	Supply of Office Items	-	Le27,980,000	(Office Solutions)
ix.	Supply of Window Curtains	-	Le58,160,000	(All Nations Fashion)
x.	Sewing of Window Curtains & Uniforms	-	Le43,855,000	(All Nations Fashion)

Le285,675,000

7. Office Equipment and Office Furniture

i. Supply of Speakers and Air-Conditioners	- Le55,410,000 (Bureh Ent)
ii. Supply of Generators (Kambia and Lunsar)	- Le50,600,000 (Bureh Ent)
iii. Electrical Executive Chair	- Le9,150,000 (A.A. Enterprise)
iv. Supply of Furniture	- Le54,800,000 (Bureh Ent)

Le169,960,000

The above is not in any way exhaustive but provides a sampling of the procurement activities of SLRSA.

Failure to aggregate, which results in contract splitting is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that "A procuring entity shall not divide a procurement order into parts or lower the value of the procurement in order to avoid the application of the procedures for public procurement prescribed in this Act."

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Goods	Works	Services
Total Number of Contracts: 108		
Value of the contracts in Leones		
2,324,081,000 (77%)	0	709,700,500 (23%)
Contract types used		
108	0	0

Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Planned	Unplanned
108	0
108 (100%)	0

Basic Statistical Data for SLRSA

INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD)

For the 2016 financial year, IFAD reported a total of nineteen procurement activities that it carried out of which fourteen (74%) were for the procurement of Goods, whilst four (21%) were Works related and one (5%) was for the procurement of Services. The total value of all procurement undertaken by this entity is Le6,698,587,712. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation

and so this information could not be verified. The presumption therefore is that the activities were not planned. All of the activities undertaken were funded by the donor organizations. The volume of procurement activities is medium whilst the value is moderately high. The entity did not provide any information for its operational expenditure thereby raising the strong possibility of under-reporting of all procurement activities by this entity.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
Total Number of Contracts: 19		
Value of the contracts in Leones		
3,616,258,056 (54%)	3,024,329,656 (45%)	58,000,000 (1%)
Contract types used		
19	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Source of funding for contracts	
GoSL	0
Self	
Donor	19 (100%)

Basic Statistical Data for IFAD

ROKEL COMMERCIAL BANK (RCB)

For the 2016 financial year, RCB reported a total of nine procurement activities only that it carried out of which all nine (100%) were for the procurement of Goods. The total value of all reported procurement undertaken by this entity is Le486,892,500. This is in sharp contrast to the amount reported for 2015 which was Le10,325,700,000. Though the entity stated that all its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that the activities were not planned. In addition, the entity used restricted methods to carry out all of its procurement activities. All of the activities undertaken were funded by the entity itself. The volume as well as the value of procurement activities is very low. Taking into consideration the nature of the operations of RCB, it is highly unlikely that its total expenditure for the year would be that which was made available to NPPA. This raises the possibility of serious under-reporting of all procurement activities by this entity. This is further supported by the fact that no reporting was done for operational expenditure

such as stationery, vehicle maintenance, sundry items, etc. The figures provided in some instances also appear misleading.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 9			Request for Quotations	Other
Value of Contracts in Leones			Planned procurement activities	
486,892,500 (100%)			Planned	Unplanned
Contract types used				
Framework	Framework	Unit Price		
9	0	0		

Source of funding for Contracts	
Government	0
Other	9 (100%)

Table 3.2 Basic Statistical Data for RCB

MINISTRY OF FINANCE AND ECONOMIC DEVELOPMENT (MoFED)

For the 2016 financial year, MoFED reported a total of fifty-three procurement activities that it carried out of which thirty-two (60%) were for the procurement of Goods, whilst twenty-one (40%) were for the provision of various Services. The total value of all procurement undertaken by this entity is Le4,987,835,500. Though the entity stated that a fairly good number of its procurement activities were planned and were executed according to plan, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that the activities were not planned. This is further supported by the fact that RFQ method was used over extensively by this entity. Over-use of RFQ generally points to a lack of proper planning. All of the activities undertaken were funded by the Government. The volume, as well as value, of procurement activities for this entity is medium. It is hard to understand why the entity has existing framework contracts for the supply of toners and inks and also for sundry items yet it continued to purchase these items using RFQ. The relationship between the entity and several of its suppliers especially for vehicles maintenance and repairs requires further review.

Contract splitting is evident as detailed below:

1. Vehicle Maintenance

- a. Maintenance and Spares for AEE 809 - 12,650,000 (Dozie Ent)

b. Maintenance and Spares for AFU 886	-	16,650,000 (Dozic Ent)
c. Maintenance and Spares for AEE 809	-	16,680,000 (Ebenez Ent)
d. Maintenance and Spares for ACU 252	-	16,620,000 (Daluco Logistics)
e. Maintenance and Spares for AJI 489	-	3,665,000 (Dozic Ent)
f. Maintenance and Spares for AJI 489	-	10,975,000 (Ebenez Ent)
g. Maintenance and Spares for AFK 650	-	11,245,000 (Dozic Ent)
h. Maintenance and Spares for AJI 489	-	16,360,000 (Daluco Logistics)
i. Maintenance and Spares for AEH 214	-	13,555,000 (Dozic Ent)
j. Maintenance and Spares for AFA 103	-	8,680,000 (Dozic Ent)
k. Maintenance and Spares for AGD 825	-	20,775,000 (Dozic Ent)
l. Maintenance and Spares for AEE 809	-	23,975,000 (Dozic Ent)
m. Maintenance and Spares for AFA 739	-	17,140,000 (Ebenez Ent)
n. Maintenance and Spares for AGM 426	-	15,460,000 (Daluco Ventures)
o. Maintenance and Spares for ACL 356	-	13,600,000 (Dozic Ent)
p. Maintenance and Spares for AJB 500	-	24,500,000 (Daluco Logistics)
q. Maintenance and Spares for AFA 739	-	10,310,000 (Daluco Logistics)
r. Maintenance and Spares for AFA 737	-	13,425,000 (Ebenez Ent)
		<u>Le266,265,000</u>

A total of Le53,305,000 was spent on works related to AEE 809 alone.

3. Sundry Items

a. Procurement of Uniforms For Male Staff	-	Le55,080,000 (Sam Tailoring)
b. Procurement of Uniforms For Female Staff	-	Le59,570,000 (Sam Tailoring)
		<u>Le114,650,000</u>

4. Office Equipment and Furniture

a. Procurement of Office Equipment	-	Le55,200,000 (Entabuy Agency)
b. Procurement of UPS	-	Le28,000,000 (Sigma Ent)
c. Procurement of Office Equipment	-	Le48,800,00 (Staedtler Ent)
d. Procurement of Office Furniture	-	Le58,700,000 (Sine-Nah Ent)
e. Procurement of Office Equipment	-	Le47,920,000 (Prime Compute)

f. Procurement of Visitors Chairs and Printer (Eddie-K Ent)	-	Le27,025,000
g. Procurement of Office Furniture (Umarr Vent)	-	Le59,570,000 (Al-
h. Procurement of HP Lazerjet and Accessories Le56,040,000 (Engineering World)	-	
i. Procurement of Desktop Computer and shelves (Les-Top Proc)	-	Le57,600,000
j. Procurement of Office Equipment (Sine-Nah Ent)	-	Le45,950,000
k. Procurement of Two Water Pump Machines (Ebenez)	-	Le28,520,000
l. Procurement of Air-Conditioners Le10,200,000(Internatinal Cooling Engineers)	-	
m. Procurement of Office Equipment (Ebenez Ent)	-	Le44,300,000
n. Procurement of Plasma TV (Mosvic Ent)	-	Le12,000,000
o. Procurement of Laptop (Component Resources)	-	Le16,500,000
p. Procurement of 15 Dell Desktops (Matu & Dondo)	-	Le57,500,00
q. Procurement of office Equipment (Matu & Dondo)	-	Le43,000,000
r. Procurement of Office Equipment and Furniture (Sigma Ent)	-	Le56,700,000
		<u>Le753,525,000</u>

5. Stationery and Computer Consumables

a. Procurement of Stationery (Jabson Comm)	-	Le8,000,000
b. Procurement of Stationery and Furniture (Engineering World)	-	Le55,900,000
c. Procurement of Toners Commercial)	-	Le10,880,000 (Yoni
		Le73,900,000

The method of procurement for each of the above was Request for Quotation (RFQ). However, it is evident that aggregation would have produced values equivalent to NCB.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **“A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act.”**

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
Total Number of Contracts: 19		
Value of the contracts in Leones		
3,616,258,056 (54%)	3,024,329,656 (45%)	58,000,000 (1%)
Contract types used		
19	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned
0	19

Source of funding for contracts	
GoSL	0
Self	
Donor	19 (100%)

Table 13 Basic Statistical Data for MoFED

MINISTRY OF HEALTH AND SANITATION (MoHS)

For the 2016 financial year, MoHS reported a total of one hundred and five procurement activities that it carried out of which ninety-seven (92%) were for the procurement of Goods, whilst eight (8%) were Works related. The total value of all procurement undertaken by this entity is Le65,125,496,549. Though the entity stated that most of its procurement activities were planned, however, this entity failed to submit its procurement plan to NPPA for validation and so this information could not be verified. The presumption therefore is that the activities were not planned. Some activities were funded by donor organizations and the rest by Government. The volume as well as value of procurement activities for this entity are high.

MoHS should be commended for its remarkable turn-around in providing information on its procurement activities which was not the case in the recent past. Another commendable area is its use of open competitive bidding. In terms of value, 95% of all procurement activities were undertaken using open competitive methods. MoHS did not carry out a single restricted tender for the year. However, a challenge that the entity continues to grapple with is the issue of contract splitting as detailed below:

1. STATIONERY AND COMPUTER RUNNING COSTS

- Procurement of Stationery for

Financial Resources	-	Le19,000,000 (Naimsa Ent)
ii. Stationery for Internal Audit	-	Le19,000,000 (Cotton Tree)
iii. Procurement of Stationery	-	Le19,000,000 (Global Proc)
iv. Stationery for Planning and Information	-	Le47,500,000 (Zahrma Ent)
v. Procurement of Stationery	-	Le28,500,000 (Harima Ent)
vi. Procurement of Stationery Ameerish)	-	Le9,500,000 (Marian)
vii. Stationery Tradin)	-	Le19,000,000 (Bank-On)
viii. Stationery	-	Le19,000,000 (Bellindos)
ix. Stationery	-	Le38,000,000 (Bellindos)
x. Stationery	-	Le19,000,000 (Mohche)
xi. Stationery - Facilities Maintenance	-	Le28,000,000 (Nehneski)
xii. Stationery	-	Le19,000,000 (Band-O)
xiii. Stationery	-	Le19,000,000 (Kadjoe's)
xiv. Procurement Unit	-	Le18,981,000 (Wake-Up)
xv. Computer Running Costs Holding)	-	Le19,000,000 (Lasman)
xvi. Computer Running Costs - TB & Leprosy	-	Le9,500,000 (Mattu & Dondo)
xvii. Computer Running Costs - Drugs & Medical Supplies	-	Le20,000,000 (Bank-On)
xviii. Procurement Unit	-	Le19,000,000 (Magala Ent)
xix. Internal Audit	-	Le9,500,000 (Cotton Tree)
xx. Computer Running Costs	-	Le14,250,000 (Cotton Tree)
		<u>Le413,731,000</u>

2. PROCUREMENT OF GOODS

i. Procurement and Supply of Goods (Mohche Pharma)	-	Le19,000,000
ii. Procurement and Supply of Goods (Bintal Const)	-	Le9,500,000
iii. Procurement and Supply of Goods (Amib Sol)	-	Le19,500,000
iv. Procurement and Supply of Goods (Mozbette Ent)	-	Le3,800,000
v. Procurement and Supply of Goods (Mohche Ent)	-	Le28,500,000
vi. Procurement and Supply of Goods (Zahrma)	-	Le57,000,000
		<u>137,500,000</u>

3. OFFICE AND GENERAL

i. Procurement of Office and General (Kulumbaya Cons)	-	Le19,000,000
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ii.	Procurement of Office and General Ent)	-	Le47,500,000	(Dynamic
iii.	Director of Internal Audit Tree)	-	Le19,000,000	(Cotton
iv.	Office Stores Ent)	-	Le38,000,000	(Prikemlu
v.	Architectural Services	-	Le14,699,350	(Wake-Up)
vi.	Office of Health Education	-	Le19,000,000	(Wake-Up)
vii.	Office and General Ent)	-	Le19,000,000	(Gbitty

Le176,199,350

The above is not exhaustive but a sampling of RFQs. The method of procurement for each of the above was Request for Quotation (RFQ). However, it is evident that aggregation would have produced values equivalent to NCB.

This is in contravention of Section 29.3 of the Public Procurement Act, 2004 which provides that **“A procuring entity shall not divide a procurement order into parts or lower the value of the procurement order to avoid the application of the procedures for public procurement prescribed in this Act.”**

Whether by design, a large number of the RFQ values terminate at Le19 million.

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value		
Goods	Works	Services
Total Number of Contracts: 1051		
Value of the contracts in Leones		
56,027,400,166 (86%)	9,098,096,383 (14%)	0
Contract types used		
105	0	0

Procurement methods used	
Open Method	Restrictive Method
Request for Quotations	Other
Planned procurement activities	
Planned	Unplanned

Source of funding for contracts	
GoSL	92 (88%)
Self	
Donor	13 (12%)

Table 3.1 Basic Statistical Data for MoHS

MINISTRY OF WATER RESOURCES (MWR)

For the 2016 financial year, MWR reported a total of eight procurement activities that it carried out of which seven were for the procurement of Goods (88%) whilst one was for the procurement of Services (12%). The total value of all procurement undertaken this entity is Le225,954,000. This is in sharp contrast to 2015 when the reported amount totaled Le7,325,375,000. Though the entity stated that all of its procurement activities were planned, however, the entity did not submit a procurement plan to NPPA for validation. The presumption therefore is that no procurement planning was done by this entity. All activities undertaken were funded by the Government of Sierra Leone. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Goods	Works	Services	Open Method	Restrictive Method
88%	0	12%		
Total Number of Contracts: 8			Request for Quotations	Other
Value of the contracts in Leones				
197,434,000	0	28,520,000	Planned procurement activities	
(87%)		(13)	Planned	Unplanned
Total Value of procurement Le225,954,000				
Contract types used				
8	0	0	Source of funding for contracts	
			GoSL	8 (100%)
			Self	0
			Donor	0

Table 35 Basic Statistical Data for MWR

MINISTRY OF YOUTH AFFAIRS (MYA)

For the 2016 financial year, MYA reported a total of thirty-four procurement activities that it carried out of which thirty-two (94%) were for the procurement of Goods whilst one (3%) was for the procurement of a Service and one (3%) was Works related procurement. The total value of all procurement undertaken by this entity is Le946,231,675. MYA had prepared a procurement plan which was validated by NPPA, however, most of the activities were not executed in accordance with the plan. The volume of procurement is low and so is the value also. Contract splitting is evident in the following instances:

1. STATIONERY

i.	Procurement of Stationeries General)	-	Le10,000,000	(M.K.
ii.	Procurement of Stationeries Zainab)	-	Le35,000,000	(Abu &
iii.	Procurement of Stationeries	-	Le59,402,675	(Index Ent)
iv.	Procurement of Stationeries Ent)	-	Le22,680,000	(Prifemlu
v.	Stationeries Financial Investment)	-	Le49,500,000	(Madenki
vi.	Stationery (Fantoma's)	-	Le20,000,000	
vii.	Stationery Photographic)	-	Le22,000,000	(New Life
viii.	Stationery Ent)	-	Le35,000,000	(Hariama

Le253,582,675

2. PROVISION ITEMS

i.	Procurement of Provisions Ent)	-	Le25,000,000	(Fialiette
ii.	Provisions Invest)	-	Le50,000,000	(Medra
iii.	Provisions	-	Le35,000,000	(Prifemlu)
iv.	Provisions Time)	-	Le59,610,000	(God's

Le169,610,000

3. TOILETRIES

i.	Toiletries Ent)	-	Le32,120,000	(Fantoma's
ii.	Cleaning Items (Trevor's Ent)	-	Le55,000,000	
iii.	Cleaning Items (Prifemlu)	-	Le11,648,000	

Le98,768,000

4. OFFICE EQUIPMENT

i.	Procurement of Equipment and Furniture Ent)	-	Le30,000,000	(Fialiette
ii.	Office Equipment and Computers Ent)	-	Le15,000,000	(Tukum
iii.	Computer Equipment	-	Le8,350,000	(Link.Com)
iv.	Generator Tech)	-	Le40,000,000	(Rokel

v.	Three Desktop Computers (Time Ent)	-	Le25,000,000	(God's)
vi.	CCTV & Intercom System (Eagle Security)	-	Le28,585,000	(Golden)
vii.	Fitting and Office Equipment (Ent)	-	Le22,000,000	(Eddie K)
viii.	Computer Consumables and Service	-	Le10,680,000	(Link.Com)
ix.	Computer Consumables (Millerine)	-	Le22,400,000	
x.	Computers and Accessories	-	Le8,000,000	(Index Ent)
xi.	Laptop Computer	-	Le10,000,000	(Madenki)
			<u>Le220,015,000</u>	

Other relevant information on the procurement activities of this entity are summarized in the following tables:

Goods	Works	Services	Open Method	Restrictive Method
823,341,675.00 (87%)	75,590,000.00 (8%)	47,300,000.00 (5%)	Request for Quotations	Other
Total Number of Contracts: 34			Planned procurement activities	
Value of the contracts in Leones			Planned	Unplanned
Total value of contracts: Le 220,015,000			Source of funding for contracts	
Contract types used			Cost	34 (100%)
34	0	0	CAF	0
			Other	0

Table 36 Basic Statistical Data for MYA

ERNEST BAI KOROMA UNIVERSITY OF SCIENCE AND TECHNOLOGY (EBKUST)

For the 2016 financial year, EBKUST reported a total of eleven procurement activities that it carried out of which nine (82%) were for the procurement of (82%) whilst two (18%) were for the procurement of Works. The university system is spread across three campuses, namely, Magburaka, Makeni and Port Loko. The total value of all procurement

undertaken by this entity is Le5,616,255,545. Though the entity stated that most of its procurement activities were planned, however, the entity did not submit a procurement plan to NPPA for validation. The presumption therefore is that no procurement planning was done by this entity. All activities undertaken were funded by the Government of Sierra Leone. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contracts in number and value			Procurement methods used	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 11			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
1,339,754,000 (24%)	4,276,501,545 (76%)		Planned	Unplanned
Contract types used			Source of funding for contracts	
11	0	0	GoSL	11 (100%)
			Self	0
			Donor	0

Table 3 Basic Statistical Data for EBKUST

MINISTRY OF WATER RESOURCES (MWR)

For the 2016 financial year, MWR reported a total of eight procurement activities that it carried out of which seven were for the procurement of Goods (88%) whilst one was for the procurement of Services (12%). The total value of all procurement undertaken this entity is Le225,954,000. This is in sharp contrast to 2015 when the reported amount totaled Le7,325,375,000. Though the entity stated that all of its procurement activities were planned, however, the entity did not submit a procurement plan to NPPA for validation. The presumption therefore is that no procurement planning was done by this entity. All activities undertaken were funded by the Government of Sierra Leone. Other relevant information on the procurement activities of this entity are summarized in the following tables:

Contract Type			Procurement Method	
Goods	Works	Services	Open Method	Restrictive Method
Total Number of Contracts: 8			Request for Quotations	Other
Value of the contracts in Leones			Planned procurement activities	
197,434,000	0	28,520,000	Planned	Unplanned
(87%)		(13)		
Contract types used			Source of funding for contracts	
Total Sum	8	0	CoSL	8 (100%)
			Self	0
			Donor	0

Table 88 Basic Statistical Data for MWR

ANNEX I

PERENNIAL PROCUREMENT ISSUES

The volume of issues discovered in operational procurement remains consistently high which is very concerning for the Authority. Though we acknowledge that procurement is still in its infancy in Sierra Leone, yet the magnitude of the issues is becoming increasingly worrisome since it is expected that there should be a gradual decline on the regularity of issues encountered in the field on a yearly basis as the practice has been institutionalized for ten years now and also most of the procurement cadre officers have been in the practice for the last five years. However, we must again stress that the incidences remain at an all time high.

In this regard, we have developed a compendium of these issues in this section as an expose revealing the fragility of our procurement system. We have continually stressed that a fundamental role of the Authority should be to seek to pre-empt and mitigate the occurrence of most of these issues through proactive monitoring and provision also an infusion of dedicated comprehensive training and sound continuous education development programs designed to create immediate impact on the procurement landscape. It is the NPPA as the regulatory authority that has been designed and has a mandate that can address these issues at an incipient stage. However, the Authority itself is currently not robustly strengthened in order to be able to successfully nip these issues in the bud. Though the issue of the weakness of the system has been laid bare, yet still only lip service continues to be paid in addressing them. The resultant effect is that the blame is being cast on a weak Authority that no serious effort has being made to strengthen in order to more effectively perform its function which could greatly staunch the haemorrhaging in public finances. In addressing this weak link in public financial management, the focus so far has been the strengthening of other oversight institutions but which, unfortunately, can only come in after the fact and cannot occupy the deterrence role. The unique position of the Authority should be leveraged in the holistic development and promotion of the development of public sector procurement.

The issues identified cut right across the procurement cycle. We have therefore used the stages of the procurement cycle to document these issues as shown below.

1. IDENTIFICATION OF NEEDS

i. Specifications Definition

- a. Procurement officers lack the technical competence to define specifications for basic requirements.
- b. Originating departments lack the technical competence to accurately define specifications for most purchases.

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- c. Lack of coordination and co-operation between the procurement unit and the originating unit to mutually collaborate on specifications writing and the other requirements of each purchase.
 - ii. The planning and budgeting processes do not comprehensively encompass all the various phases, requirements and inputs needed for a particular procurement.
 - iii. Procurement and its specialist officers need to be accepted as integral to the planning/budgeting process as only they would be able to provide the necessary level of guidance on the procurement input.
 - iv. Procurement officers must understand that as part of the above process, they have a fundamental responsibility to assume the lead role in guiding the procurement planning process from this initial stage.
 - v. Once needs have been identified, procurement units must be adequately empowered to take the lead in coordinating all relevant personnel and activities until completion of the procurement process.
 - vi. Procurement units fail to develop procurement numbers at this stage of the procurement even though it is this unique number that identifies each procurement up to contracting stage.
 - vii. Proper procurement planning and executing according to the plan is atrociously low, whilst deviations from planned activities are very high.
 - viii. Where plans exist, only rudimentary forms of procurement plans can be found and these are mainly for the procurement of operational items and do not address the tactical and strategic needs of the organization.
 - ix. Brand names and product codes are used in specifications without the use of qualifying descriptions such as "or its equivalent".

2. SOURCING

- i. SPI 1 (Procurement Requisition) is not used.
- ii. SPI 2 Section A (Submission to procurement committee for approval of specifications, procurement method and bidding documents) and is not used.
- iii. Procurement units do not make use of a variety of tools such as market assessments, internet searches, price data bases, discussing with other entities (networking) on supplier selection, etc before launching the process. This creates a wide opening for poor or shoddy performers to slip through during the evaluation process.
- iv. Invitations for bids are poorly prepared with the following being the most common issues:
 - a. Procurement numbers not stated
 - b. Date of first issue of the IFB not being stated is a major issue

- iv. Failure to publish the contract award both in newspapers as well as on the NPPA website.
- iii. Failure of the procuring entity to adequately debrief losers on the reasons for their bids not meeting the requirements.
- ii. Notification of award of contract is not communicated to the losing bidders.
- i. Advance payment guarantees and performance bonds issued by other financial institutions besides banks are being accepted contrary to the Act.

3. CONTRACTING

- xxviii. Undue delay of bids opening following bids closure.
- xix. Bid securities issued by other financial institutions besides banks are being accepted.
- xx. Procurement officers do not know that bank drafts and bankers cheques, when issued by financial institutions acceptable to the purchaser, are acceptable forms of bid securities.
- xxi. Relationship between bidders and public officials involved in the bidding process needs to be transparently maintained to avoid the appearance of impropriety.
- xxii. SPF 2, Section B (Submission to procurement committee for approval of evaluation report and contract award) is not used.
- xxiii. SPF 2, Section C (Submission to the procurement committee for approval of the contract document) is not used.
- xxiv. SPF 4 (Evaluation Report format for Least Cost Selection Method) is generally used, however, more in-depth knowledge on its use is required.
- xxv. SPF 5 (Evaluation Report format for Quality and Cost Based Selection) is sometimes used though mostly variants of it are used.
- xxvi. Advertising the intention to sole source is never published.
- xxvii. Evaluation committees do not give price evaluation, which forms the foundation for obtaining value for money, the gravity of attention it deserves.
- xxviii. Individuals who had served on the evaluation committee are sometimes members on the procurement committee for the same procurement also. Except for the procurement officer, any other member of the evaluation committee should not be a member of the procurement committee.

c. Conflicting information are sometimes contained in the HFB especially with regards the submission deadline/opening, bid security and basic qualifications/eligibility requirements.

v. Invitations for bids are not sent to the NPPA for publication on our website simultaneously they are submitted to other publishing media. NPPA has to chase after them to obtain copies which is not only time consuming but defeats the Act's purpose of putting this responsibility on the procurement unit.

vi. Bidding documents are poorly prepared especially with regards to understanding and filling out the requirements of the Bid Data Sheet including the relevant INCOMFORMS, the Special Conditions of Contract and filling out the Price Schedule by the bidders.

vii. Procurement units do not seek advice or approval from NPPA on the use of non-standard bidding documents.

viii. Procuring entities need to understand the requirements that necessitate a pre-bid meeting and the circumstances under which they could be called.

ix. The requirements for bid clarifications, such as it should not be oral and that all bidders that have purchased the bidding documents must be informed of any and all clarifications provided is not adhered to.

x. Costs of bidding documents are unreasonably high.

xi. Bidding documents are sometimes not ready for sale after the HFB would have been published in the papers.

xii. Payment of proceeds from bids adverts into the Consolidated Revenue fund for procurement activities financed out of this fund is not adhered to.

xiii. Some procuring entities still do not use bid boxes which guarantee the security of the bids prior to bids opening.

xiv. The bid box is not under the control of the procurement unit in some institutions.

xv. Bid boxes are placed a considerable distance from the procurement unit and receipt of bids is supervised by secretaries. Therefore, monitoring the time and managing the bids receipt process becomes cumbersome

xvi. The use of an accurate clock that is located within the vicinity of the bid box and which forms the singular source that controls the bid submission process is not done.

xvii. Bid boxes are either not securely locked or the key to the box is located with the procurement unit. The key to the box should not be under the control of the procurement unit. The key should be in the possession of the chairman of the bids opening committee and the spare with the Accounts Department.

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- v. Contracts are missing major contractual provisions such as liquidated damages, warranties, termination, breach of contract, modification/variation, term, etc.
 - vi. Contracts do not incorporate or even reference the other provisions in the bidding documents such as Special Conditions of Contract, technical specifications, Schedule of Requirements, Contract Form, etc.
 - vii. Failure to seek review and approval of the NPPA when contract documents other than the standard approved contract documents are used.

4. CONTRACT MANAGEMENT

- i. SPF 2, Section D (Submission to procurement committee for approval of contract amendment) is not used.
- ii. Contracts are poorly monitored thereby resulting in protracted delays, shoddy workmanship, substandard work, over payments, etc.
- iii. The services of contract administrators are not used to supervise the management of the contract and for works contracts site engineers are either non-existent or not properly trained to competently superintend over the contract on behalf of the client/employer.
- iv. Procurement units do not properly supervise the execution of small contracts and also the procurement units do not actively seek to ensure that project management teams are in place to manage the execution of larger projects.
- v. Meetings of all relevant stakeholders are not called when issues emerge during the contract execution process.
- vi. SPF 3, (Procurement Committee's decision on the recommendation for award) is not used.
- vii. Advance payment guarantees and performance bonds are not securely kept and carefully monitored to avoid their lapsing prematurely.
- viii. Use of SPF 6 (monthly reporting of all procurement activities to NPPA) is rare. **Its importance needs to be impressed on all.**

5. STORAGE

- i. Stores records are poorly kept thereby making tracking of items in the warehouse difficult.
- ii. Stores are not properly designed to house the materials they contain. E.g. unventilated rooms are used to store items subject to deterioration in humid conditions such as uniform materials, caps, boots, etc.
- iii. Stores do not have even the basic safety equipment such as fire extinguishers, sprinkler system, etc to protect against hazards.

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- iv. Stores are not separated into specialized sections such as hazardous materials and non-hazardous materials sections.
 - v. Requisitioning records are poorly maintained.
 - vi. Stores records are not maintained for the statutory period.
 - vii. Periodic inventories are not carried out.

6. DISTRIBUTION

- i. Distribution lists are poorly maintained thereby leaving hardly any trail to track how items were distributed.
- ii. Due to the above, it becomes very difficult to ascertain if the distribution was properly and accurately done.

7. DISPOSAL

- i. The concept of "cradle to grave" in procurement should be accepted in the procurement discipline and adhered to. For most procuring entities currently, the role of the procurement unit in the purchasing cycle ceases once the contract has been signed.
- ii. Disposal must be conducted in accordance with the Act and with the involvement of the National Assets and Government Property Commission.

8. APPRAISAL & EVALUATION

- i. Documented appraisals and evaluations of contract performance are non-existent in almost all procuring entities.
- ii. Development of standard templates for conducting appraisals and evaluations is necessary.

9. OTHER AREAS

- i. Records management and its ancillary filing system have been a perpetual area of concern as government has failed to address this over the years.
- ii. The need for entities submitting documents to NPPA in a timely manner is paramount and cannot be over emphasized. Most importantly, soft copies of the following should always be submitted: invitations for bids, intention to sole source, contract award decisions, SPF 6, procurement plans and their updates.
- iii. Undue delays in receiving funds to finance procurement activities also negatively impact on the ability of procuring entities to initiate and conduct their procurement activities efficiently and effectively. This has the correlating effect of affecting the method in some cases.

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- iv. Measures and structures that PEs need to put in place to minimize or prevent the creation of urgency which normally lead to the use of restricted bidding.
 - v. The conflict between NPPA's SPF 1 and the AGD's requisition form (PET) needs to be clarified and reconciled.
 - vi. NPPA needs to fully understand the procurement module of the IFMIS system and how it can be constructively linked to NPPA for viewing procurement processes under this window.
 - vii. Until there is considerable improvement in the execution of their duties, technical areas such as IFBs, bidding documents, draft contracts, evaluation reports, etc must be submitted to NPPA for review to ensure correctness in all respect.
 - viii. The requirement that at least the chairman and two other members of the bids opening committee sign on the financial pages of documents, where applicable, is not strictly adhered to.
 - ix. The use of Declaration Forms should be made standard, whereby members involved in any procurement activity will state their impartiality, avoidance of conflict of interest and avoidance of seeking financial benefits from the process. The legal ramifications of making such a declaration must be impressed on all members.
 - x. Most contracts are entered into without any assurance of funds.
 - xi. Procuring entities complain that the open competitive process is cumbersome. A high percentage of them believe that the timelines for advertising are too long.

ADVERTISED BIDDING OPPORTUNITIES

For the year 2016, the NPPA was able to track a total of 181 invitations for bids that were advertised by procuring entities using the newsprint media and as well as NPPA's website in some cases.

The following statistical information has been generated through these IFBs.

PROCUREMENT METHOD

Of the advertised tenders, 98 or 54.2% used National Competitive Bidding, 50 or 27.6% used Expression of Interest whilst International Competitive Bidding formed the remainder at 33 or 18.2%.

CATEGORY OF PROCUREMENT

For the various categories, the procurement of Goods made up 94 or 52% of these adverts. Services made of 61 or 33.7% and Works represented the remaining 26 or 14.3%.

FUNDING SOURCE

Funds provided by the Government of Sierra Leone accounted for 145 or 80.1% of all advertised procurement activities. Donor driven procurement formed 24 or 13.3% and self-funding institutions accounted for 12 or 6.6% of all procurement.

MINIMUM BIDDING PERIODS

National Competitive Bidding (NCB)

For NCB procurement for the period under review, the average advertising period was 27 days, whereas the Act stipulates a minimum of 28 days.

International Competitive Bidding (ICB)

For ICB procurement, the average bidding period was 38.1 days, whereas the Act stipulates a minimum period of 42 days.

Expression of Interest (EOI)

The average bidding period for EOIs is 25.6 days. Since the Expression of Interest for consultancy services is the equivalent of the advertising for NCB/ICB goods and works, the minimum periods should commensurately reflect this based on the threshold of the procurement activity. However, procurement officers generally do not distinguish between NCB and ICB timelines when issuing EOIs.

It is quite apparent from the above that on the average, entities failed to meet the minimum requirement in all the categories. For the cases where the period was met, it was observed that procuring entities strived to meet only the minimum period regardless of the scope, quantum or complexity of the contract. Section 56.4 of the Public Procurement Regulations provides a detailed guide as to factors that should be taken into consideration when making a determination of the length of time that should be allocated to the bidding period. Procuring entities should make use of this section to guide their determination of the appropriately applicable advertising timeline that should be given to each activity.

OTHER AREAS

Substantial progress has been made in getting procuring entities to prepare comprehensively detailed and correct invitations for bids. Only 34 or 18.8% of the IFBs issued in 2014 lacked sufficient details such as procurement number. However, an area of concern remains the fact that a large percentage of entities still do not include a "Date of First Publication" on their IFBs. Inclusion of this detail will easily show if the time allowed for advertising meets the required minimum timeframe as set by statute and will also guide bidders as to the length of time the advert has been out for.

The Public Procurement Act requires that publication of IFBs must be in newsprint of wide circulation. In the past, NPPA had tried to obtain, through the Independent Media Commission, statistical information showing volume of papers sold and circulation coverage

for all the newsprint houses operating in Sierra Leone. However, this information is still not available. But using visual market studies and conventional knowledge, it is apparent that a large majority of the newspapers in which IFBs were advertised meet the basic criterion as newspapers of wide circulation for Sierra Leone.

However, a minority of the advertisements were done in newspapers with apparently a small readership base. When such occurs in procurement, what comes to mind automatically is that this might be a potential circumvention of the requirement for wide dissemination of the invitation for bids. way of potentially seeking to reduce the circulation or knowledge of this procurement activity. This is normally the case when procuring entities are trying to skew the procurement in favour of a pre-identified winner. Other innocuous reasons can also be attributed to this though such as:

- i. The procurement unit might not know that the readership of the newsprint is low; or
- ii. The procuring entity for various reasons might decide to help finance the operations of the newspaper by advertising in it.

BIDS OPENING PROCESSES

NPPA witnessed fifty documented bids opening during this same period. The statistical information generated for these bids opening are presented below:

Use of A Centrally Located Clock

For 10% of the bids opening attended, NPPA officers observed that there was no centrally located clock used as the primary means of time keeping and which would dictate when bids should close.

Concern: Failing to have a specific central time which determines the time for bids opening creates room for potential confusion over the correct bids closing time.

Bids Opening Start Time

In accordance with Section 52.1 of the Act, bids opening should coincide with the deadline for bids submission or follow immediately thereafter, whilst allowing a minimum time interval for logistical reasons. Only in 5% of the bids opening witnessed did the process not start on time. This is an improvement over previous years based on NPPA repeatedly stressing to procuring entities the need to strictly adhere to the time set for bids opening. Of the 5%, with the exception of one opening that was delayed for 50 minutes, all the others experienced delays of less than 15 minutes each. The reasons for the delays were mainly as follows:

- a. The late arrival of some members of the bids opening committee
- b. Logistical reasons
- c. Bids opening conflicted with another activity at the same venue.

Constitution of the Bids Opening Committee

All the bids opening attended were properly constituted as there was a bids opening committee which comprised senior representatives of the procuring entity and at least one technical person knowledgeable on the subject matter.

Signing of Attendance Register

Part of the administrative requirement of the bids opening process is that all present should be made to provide their basic details. This requirement is to increase the transparency of the process by showing that the process was openly conducted and it also serves as evidence of attendance at the bids opening. Everyone in attendance is required to sign the register.

Again, 100% compliance was attained as all procuring entities now make use of attendance registers at bids opening.

Locked Bid Box

In the case where a bid box is used to receive the bids, Section 62.1(a) of the Regulations requires that the box must be locked until the time for bids opening.

This was not the case for 26% of bids openings attended. The preventable risk in this case is illicit access to the bids and as such tampering prior to the bids opening. Procurement units must therefore ensure that the bid boxes are padlocked prior to the bids opening.

Custodianship of the Key(s) to the Bid Box

Best practice in procurement requires that the key to the bid box must not be kept by any member of the procurement unit. Custodianship under our national practice requires that the key must be in the possession of the chairman of the bids opening committee at the time of

bids opening. Otherwise, for safekeeping purpose, it should be kept in the safe controlled by the Accounts department.

In 28% of all bids opening, it was discovered that the key to the bid box is kept within the procurement unit. This could result in the procurement unit having unfettered access to the contents of the bid box.

Opening of Bids

Section 52.2 of the Act stipulates that bidders or their representatives may attend the bid opening. In 18% of bids opening attended, the bids were not opened in the presence of bidders or their representatives. This infringes on the transparency of the procurement process and creates an atmosphere for bid rigging.

Procuring entities must ensure that public opening of bids is conducted so as to accommodate the presence of all who choose to be at the opening. Therefore, even in the case of a postponement, all must be informed of the new date and time for the opening. Where there is a violation of this requirement, the procurement activity must be cancelled and retendered.

Scrutiny of Bids

Again as part of the administrative requirement of the bids opening process, the bidders must be given the opportunity to examine their bids and to confirm that it had not been tampered with before the bid is opened.

For 4% of bids opening, bidders were not afforded this opportunity. Again, procuring entities must adhere to this principle as it reduces the chances of bidders later complaining of bid tampering.

Signing of Relevant Pages

To further protect against tampering of the bids following bids opening, it is a requirement that the chairman of the bids opening committee and at least two other senior members present must sign the relevant pages of each bid, especially pages containing financial information and the grand total.

This was not done in 2% of bids opening attended.

Number of Documents Purchased

The average number of bidding documents purchased for the procurement activities under the fifty bids opening sessions witnessed in 2014 was 7.

This number is relatively low and could be attributed to the following potential reasons:

- Low private sector confidence in the public procurement system
- Lack of awareness of bidding opportunities
- Lack of knowledge about the bidding process
- Dissemination of information on bidding opportunities is poor

Number of Bids Received

The average number of bids submitted was 5. This figure is high in relation to the number of documents purchased.

