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College of Business and Economics School of Commence

Graduate Studies in Project Management

Assessment of Bid Evaluation Process for Construction Projects: Case of Ethiopian Shipping and Logistics Services Enterprise

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School of Commence Graduate Studies in Project Management

Assessment of Bid Evaluation process for Construction Projects: Case of Ethiopian Shipping and Logistics Services Enterprise

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Statement of Certification

This is to certify that Abayneh Wolde has carried out his project work on the topic entitled Assessment of Bid Evaluation Process for Construction Projects: Case of Ethiopian Shipping and Logistics Services Enterprise. The work is original in nature and is suitable for submission for the award of Master Degree in Project Management.

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Date_____

Statement of Declaration

I, Abayneh Wolde, declare that this thesis entitled "Assessment of Bid Evaluation Process for Construction Projects: Case of Ethiopian Shipping and Logistics Services Enterprise" submitted by me for the award of the degree of Master of project management, Addis Ababa University is my original work and it has never been presented in any university.

All sources and materials used for this thesis have been appropriately acknowledged.

Name: Abayneh Wolde

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Place: Addis Ababa

Date of Submission: June, 2019

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Abstract

This project work study was aimed at assessing bid evaluation process for construction projects at the Ethiopian Shipping and Logistics Services enterprise. A quantitative with little inclusion of qualitative approach using a descriptive design was employed for the project work. The method for data collection was through primary and secondary data sources. On the other way, the method used for data analyses was SPSS version 20.0 and expressed in terms of frequencies, percentages, mean and standard deviation. The major findings of the study are presented as follows. The enterprise follows the PPA and enterprise procurement manuals for the evaluation of bids pertaining to construction projects. Moreover, the criteria put forwarded in bid documents are strictly applied as 92% of respondents confirmed that bid evaluation committees evaluate tenders based on predetermined criteria set in tender documents and they follow to the criteria set. In addition, according to most respondents' replies and confirmations found through interviews assured that the enterprise gives greater attention in evaluation for contractor's selection to technical ability, experience, plant and equipment, personnel ability financial stability, bank arrangements bonds and financial status, past performance and quality and experience of technical personnel availability.it was examined that the time taken for bid evaluation process has been at an average 11.65 months and the standard deviation was calculated to be 4.6. The causes for bid evaluation process delays has been identified to be late pre-bid evaluation processes, late in establishment of technical evaluation committee and late in handing over of documents to the technical committee, long time taking of technical and financial evaluations, commitment among committee members in evaluating bid' and conflict of interest, arithmetical errors in bids submitted and repeated complaints/ protests from the bidders. According to the responses given by participants of the study, common conflict of interest situations are related to personal, family or business interests and activities, gifts and hospitality, disclosure of confidential information. Although most respondents confirmed that the proficiency of the members of the bid evaluation process has been found to be appropriate in terms of knowledge, skill and attitude there are still respondents who argued that there are gaps and hence the enterprise should give continuous training for them.

Key words: Bid, tender, Procurement unit, Bid evaluation, Bid Evaluation Criteria

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Acronyms

ESLSE	Ethiopian Shipping and Logistics Services Enterprise
CEO	Chief Executives of Officer
ICT	International Competitive Tendering
MEAT	Most Economically Advantageous Tender
MoFED –	Ministry of Finance & Economic Development
NCT	National Competitive Tendering
RMG	Rail Mounted Gantry Crane

Chapter one

1. Introduction

1.1. Background of the Study

Ethiopia has experienced rapid and stable economic growth over the past decade. From 2004 and 2014, real GDP growth averaged 10.9 percent per annum. This is the fastest growth that the country has experienced and is considerably above the average achieved by low-income and Sub Saharan African countries during this period World Bank (2014). To support this growth the Dry Port Enterprise was established (now it is merged with other companies and created the Ethiopian Shipping and Logistics Services Enterprise - ESLSE). The enterprise was issued the agency authority through the Regulation by the Council of Ministers (Regulation No. 255/2011), and is assigned with the huge responsibility of rendering sea-transport & logistics services to the country's importers, exporters, and investors in a more effective and efficient way, by reducing transit time, cost and handoffs.

Agency theory is one of the most widely used theories in management which is about the relationship between two parties, the principal (owner) and the agent. More specifically, it examines this relationship from a behavioral and a structural perspective. Theory suggests that given the chance, agents will behave in a self-interested manner, behavior that may conflict with the principal's interest. As such, principals will enact structural mechanisms that monitor the agent in order to curb the opportunistic behavior and better align the parties' interests (Cruz et al., 2010). Firm performance by way of cost minimization and greater efficiencies is the desired outcome of the agency theory perspective.

The enterprise, ESLSE is one of the public enterprises in the country and concerned with providing shipping and logistics services. For the services of shipping, the enterprise does use of both its own and rented ships to make exports and imports great diversified and bulk of goods. On the other hand, the enterprise is responsible for the logistics services of transporting through its freight forwarding sector from sea port to dry ports and vice versa (Enterprises Profile, 2017).

In relation to the freight forwarding of logistics services the enterprise uses in land or dry ports including the largest Modjo port and terminal hub established in the country. A dry port is an inland intermodal terminal directly connected to a seaport, with high capacity traffic modes, preferably rail, where customers can leave and/or collect their goods in intermodal loading units, as if directly to the seaport (Woxenius et al., 2004). Dry ports terminal provides, services such as storage, consolidation, depot, track and trace, maintenance of containers, and customs clearance should be available at dry ports. The quality of the access to a dry port and the quality of the road–rail interface determines the dry port's performance.

The ESLSE is constructing dry ports in selected parts of the country to facilitate the logistics services. In the dry ports a number of infrastructures like container terminals, mega warehouses, office buildings, garage and workshops, drainages and oxidation ponds, firefighting systems, electric masts and weigh bridges have been constructed since 1999. In addition, there are continuous procurement of various dry port machineries like reach-stackers, forklifts, RMG cranes and trucks (Enterprises Profile, 2017). Moreover, there are number of maintenance works on the enterprise's dry ports infrastructures and repairs in different port and terminal machineries. Hence, for all these works there is a need to make contract agreement with potentially fit contractors and consultants whereby the contracting parties are selected on formal public procurement systems through competitive bidding.

According to the Federal Public Procurement Directive of Ethiopia (MOFED, 2010), bid is defined as a stage in the procurement process extending from advertisement of or invitation to bid up to signing of contract. And in the same directive a Procurement Unit is defined as a body that is responsible for procurement with in public bodies without prejudice to the particular organizational structure appropriate to the nature of their duties.

Procurement can be defined as a process by which goods and services are acquired. It is the process of managing the different contractual parties, who have different aims and objectives, interacting and agreeing on a contract within a given market sector. Procurement is the acquisition of goods or services. It is a process that involves two parties with different objectives who interact in a given market segment (Kerzner, 2009).

As part of the procurement process, bid evaluation is amount to the 'major' criteria of cost, time, and quality as measured by the bid amount, time of execution and quality of previous work , respectively presented by bidders Dwarika and et.al (2014). This implies that the winning bid is fully responsive to the contract in addition to the bidder's being sufficiently well qualified to undertake the contract .Bid evaluation is used to indicate the procedure for strategic assessment to bids submitted by pre-qualified contractors. The strategy used for bid evaluation should reflect the client's objectives & have also further project-specific criteria, including safety, durability, security, and maintenance.

As a preliminary survey made (discussion was made with staffs of concerned personnel in the ESLSE Procurement and Port Facility departments), the bid evaluation process is going on as per the guidelines put both in the PPA and enterprise manual. But there are challenges in the process that hinder the achievements of goals of the enterprise pertaining to construction tendering processes:

- even though the enterprise is capable of allocating budget for studied and accepted construction capital investments for their importance in the development of the nation, there is impedance in time to end a bid evaluation process even it takes more than a year time;
- apart from taking of great deal of time to process evaluation of bids, there is also suspension or cancellation of tenders;
- In addition to delay and cancelation of a bid in the bid process, there is also intervention of higher officials on the technical evaluation process duties.

These and other anticipated cases are the center for ideas originating for the interest in conduction of this project work study.

Hence, in the project work, it has been planned to assess bid evaluation processes for the construction projects in the Ethiopian Shipping and Logistics Services Enterprise. In other words, in assessing the bid evaluation process, in the paper, it was tried to disclose the delay problems in the bid evaluation process that caused by involving parties for inefficient practices in bid evaluation process of the ESLSE's projects as study case.

1.2. Background of the Enterprise

This project work research paper entitled with 'assessment of bid evaluation processes in construction projects' has been conducted at the Ethiopian Shipping and Logistics Service Enterprise. Four companies namely Ethiopian Shipping Lines Share Company, Ethiopian Maritime and Transit Service Enterprise, Dry Port Enterprise; and Comet Transport Share Company were amalgamated to establish the new company, the Ethiopian Shipping and Logistics Service Enterprise, in August, 2016. To remind the history of these companies that have helped coming in to being of the new merger are described as follows:

- The former Ethiopian Shipping Lines Share Company was established on March 1, 1956 E.C with a capital of 50,000 (fifty thousand) Ethiopian birr;
- Ethiopian Maritime Transit Services Enterprise was established in April 1960 E.C with a capital of 500,000 Birr to facilitate and expedite the movement of import and export cargoes. This enterprise has played its national role at all ports it has been functioning. And after the nations import and export cargoes were being served at Djibouti port, equipping itself with port machinery, effective service provision system and well-skilled human power it has handled all the tasks that are related with shipping and logistics services at major ports. Even before the Ethiopia and Eritrean war, the enterprise has mainly provided outstanding stevedoring shore handling, transit and inland transport services;
- The Dry Port Enterprise was established in 1999 E.C. This company had been performing great tasks in reducing cost, time and property losses at Djibouti port by implement dry port initiative and expansion projects. Though it's a recent development, it has exhibited a tremendous port and ports related performance excellence. By now the enterprise has nine dry ports all over the nation (1.Modjo, 2.Semera, 3.Kality, 4.Kombolcha, 5.Mekele, 6.Hawassa, 7.DireDawa, 8.Gelan and 9.Wereta – under construction); and
- Comet Transport Services Joined ESLSE, to provide inland transport service for import and export government as well as private sector cargoes with sound institutional capacity.

The initial and approved capital of the new merger was 3.7 billion Birr. Looking the prospective capacity of the enterprise and its role the Council of Ministry on its plenary meeting have upgraded the capital from 3.7 billion to 20 billion Birr. In the enterprise's strategic plan the following vision, mission, values and motto are put in black and white. These strategic terms have been posted in various advertising mass media and enterprise stand posts at head office and branch port and terminal offices.

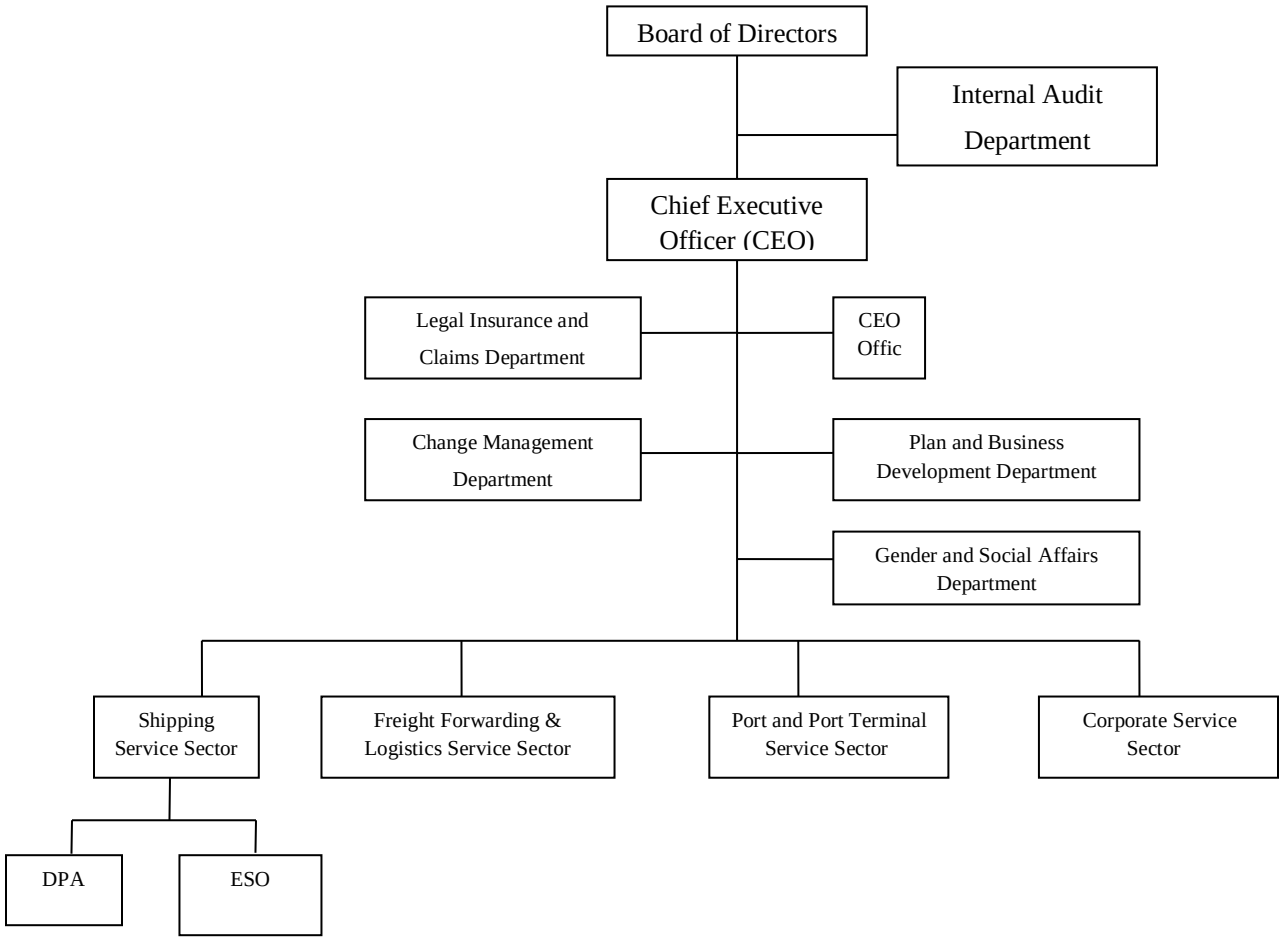


Fig. 1.1: Organization Structure of ESLSE (source: Enterprise profile, 2017)

1.3. Statement of the Problem

The processes of public procurement need to be implemented in due attention following the laid down nation or enterprise regulations, directive and manuals. Public procurement has a great impact on the economy of any government and needs to be well managed as it involve 70% of government expenditure it has been estimated that financial activities of government procurement in all countries in the world are of the order of 10%-30% of gross national product, Callender and et.al. (2000). One part of public procurement procedure is bid evaluation process. Hence, practices of bid evaluation processes have to be studied well and realized challenges need to be alleviated.

Bid evaluation is conducted by a designated evaluation team and in accordance with the relevant regulations, rules and procedures, using the evaluation criteria and method pre-determined in the solicitation document in order to conduct a fair and unbiased evaluation. But, the malfunction of the process will make one suffer in getting the required deliverables. There is a major problem in the offering of quality of works, goods and services by tenderer. Poor practices of tendering evaluation process leads to waste and delays and most of the time are cause for allegations of corruption and inefficiency (Masanja, 2004).

In some cases there may be ethical misconduct among bid evaluating team members and this will bring adverse consequences on the accomplishments of construction projects. A bid evaluation stage of the procurement process is most susceptible to corrupt practices. It is worth nothing that a lot of things happen during this stage. Evaluation committee are sometimes pressurized to disqualify the most competitive bid and rather recommend favorites of politicians or those in authority, other times corrupt bidders pay their way through the evaluation team to use all ill-mannered means to disqualify other bidders to their advantage (Ameyaw et al, 2013).

Apart from having and implementing procurement procedures by public entities according to Public procurement and Disposal Act (2010) and company level manuals, little researches have been done to analyze the factors influencing the tendering evaluation process in Public sector in terms of nepotism, delays, inefficient, unfairness, competitiveness, accessibility, transparency, openness, integrity and profitability in related to procurement procedures. One source that was found as a reference done previously is done by Fitsum Gebru (2018). On the research paper, he

gave emphasis on the appropriateness of bid evaluation criteria; the strict use of the assigned evaluation criteria's during the bid evaluation process.

But, this research differed from the above in that it focused at identifying bid evaluation process practices; assessing delay problems; and describing the proficiency of the teams assigned in the bid evaluation process in the Ethiopian Shipping and Logistics Services Enterprise.

Hence, this research was concerned with on assessing of bid evaluation process at ESLSE focusing on the delay problems.

1.4. Research Questions

To assess the bid evaluation processes in the case of the Ethiopian Shipping and Logistics Services Enterprise related to construction projects there was an attempt of answering the following research questions using data collection instruments and tools followed by descriptive statistics analysis methods:

1. What are bid evaluation process practices for construction projects in the ESLSE?
2. What is delay problems associated to bid evaluation process in the construction projects of ESLSE?
3. What is the proficiency of the teams assigned in the bid evaluation process?

1.5. Objectives of the study

1.5.1. General objectives

The main objective of the project work was to assess bid evaluation processes for construction projects case of Ethiopian Shipping and Logistics Services Enterprise. Moreover, the research examined the practices of bid evaluation processes and studied delay problems that have been encountering.

1.5.2. Specific objectives

The following were specific objectives that were assessed by the research in order to come up with possible solutions:

- To evaluate the bid evaluation process practices for construction projects in the enterprise;
- To examine delay problems associated to bid evaluation process in the construction projects of ESLSE; and
- To identify the proficiency of the teams allocated in the bid evaluation process.

1.6. Significance of the Study

Delay problems in the process of bid evaluation as part of procurement procedures is worldwide problem that even cause in bringing inefficiency of achievements of goals of enterprises. Hence, this study is very considerable to assess bid evaluation processes delay problems for construction projects at ESLSE by increasing awareness on construction projects bid evaluation processes.

In a nut shell, this study would also contribute to solutions to subsequent construction projects performance as part of actualizing goals of the enterprise as bid evaluation is vital for them. It would also be used as a reference material for students and anyone interested in the topic.

1.7. Scope of the study

The study would be conducted on bid evaluation process assessment focusing on the delay problems pertaining to and merely at Ethiopian Shipping and Logistics Services Enterprise construction project. Of course, the construction projects of the enterprise are large in number and located in different parts of the country. However, the assessment of delay problem of bid evaluation processes has been undertaken centrally at the head office of the enterprise. So, this research would focus on the Assessment of Bid Evaluation process in the Ethiopian Shipping and Logistics Services Enterprise.

1.8. Limitation of the Study

Obviously, at the beginning of the project work there was fear on the tight schedule of time. Hence, the main challenge during this study was shortage of time to conduct the research study. This study was conducted under much stress of works and much less time. Additionally, there was only few other such works in the same or related research title done before and this has made the study process be challenged in getting previous experiences to be referred and it was difficult to get ample reference to base and sprint from that. In spite of the limitations faced the

researcher tried to overcome the limitations by exerting additional efforts in making a call and visiting them repeatedly.

1.9. Definition of key Terms

As stated in the directives and manuals of public procurement Agency of the federal government of Ethiopia and the enterprise, the following are definitions of terms that are related to the title under discussion:

- Procurement is to mean obtaining goods, works, consultancy or other services through purchasing, hiring or obtaining by any other contractual means;
- Public body is to mean any public body, which is partly or wholly financed by Federal Government budget, higher education institutions and public institutions of like nature;
- Public Procurement is to means procurement by a public body using public funds;
- Works is to mean all work associated with the construction, reconstruction, upgrading, demolition, repair, renovation of a building, road, or structure, as well as services incidental to works, if the value of those services does not exceed that of works themselves and includes build-own-operate, build-own-operate-transfer and build-operate-transfer contracts;
- Technical Specification is a document describing the quality, type and standard with which the required goods, services, works or consultancy services should comply.
- Bid is a stage in the procurement process extending from advertisement of or invitation to bid up to signing of contract.
- Standard Bidding Document is the document prepared by the Agency to serve as a point of reference in the preparation of bidding documents by Public Bodies.
- Procurement Unit is a body responsible for procurement with in public bodies without prejudice to the particular organizational structure appropriate to the nature of their duties
- Total Price is payment made by public bodies in respect of a particular procurement.
- A Bid Opening Sheet is a form that is prepared for the purpose of recording the opening of bids. It shall be prepared to enable the bid opening team to record the information announced at the opening. (Source: Public Procurement Manual-2011)

1.10. Organization of the Research Study

The study was on assessing of bid evaluation process focusing on the delay problems at ESLSE and the report for the project work would have five chapters: chapter one was about the overview of the study which included introduction of the study, background information of the study, background of the enterprise, statement of the problem, objectives of the research, research questions, significance of the study, limitation of the study, scope of the study, and definition of key terms; chapter two was concerned with literature review which was divided into two parts that is theoretical literature review based on theories and concepts and empirical studies done by other studies on the same research topic resulting to the research gap and conceptual framework; chapter three was concerned with research methodology which included, research design, study area, population, sample and sample size, sampling procedures, types of data sought, data collection methods, reliability and validity of measurement as well as data management and analysis; chapter four was concerned with data presentation, analysis and discussion of findings; and the last chapter was made to contain the summary of the findings, conclusions and recommendations of the project work study.

Chapter Two

2. Review of Related Literature

Review of related literature in any field of investigation has become an inevitable part of research work. Best (1977) is of strong opinion that 'familiarity with the literature in any problem area helps the student to discover what is already known, what others have attempted to found out , what method of approach have been promising or disappointing and what problems remain to be solved'. The investigator has made an earnest effort to find out and study the researches related to topic under investigation concluded by the various researchers and scholars. The objective of the project work was to assess bid evaluation process case of Ethiopian Shipping and Logistics Services Enterprise.

The efficiency and effectiveness of achievements of organizations' goals are based on the management and giving due consideration for every function of the firm in particular the function dealing with procurement. Most organizations have spent a sizeable amount of their budget for purchasing goods and service. Due to this fact, procurement is common activity in all types of business enterprise and it takes considerable amount of resources in construction projects in particular. It is imperative that these purchases are made following a uniform, systematic, efficient and cost effective bid evaluation process and procedure, in accordance with existing documents of the organization. In this chapter, the points in relation to the research question were reviewed focusing on bid evaluation processes of procurement and challenges encountered on the process; more over the problems related to delay of the process were discussed (Lucian C. and et.al., 2015).

This chapter was projected to review theoretical and empirical theories related to the study to reveal knowledge for more understanding of bid evaluation process that supports the study analysis of this project work. In other words, the chapter covers critical review of literature by other scholars and writers who tried to sight the study and give their views in general. The chapter starts with the concepts that were discussed in the study, the theories, empirical studies and ending up with the research gap and conceptual frame work.

2.1. Theoretical Review

2.1.1. Concepts of Bidding and Bid Evaluation

2.1.1.1. Overview of Public Procurement

The evolution of public procurement accelerated since the last three decades as governments at all levels came under increasing pressures to do more with less. Certainly, all governmental entities of rich and poor countries are struggling in the face of unrelenting budget constraints; government downsizing; public demand for increased transparency in public procurement; and greater concerns about efficiency, fairness and equity. Furthermore, public procurement professionals have faced a constantly changing environment typified by rapidly emerging technologies, increasing product choice, environmental concerns, and the complexities of international and regional trading agreements. Further, policy makers have increasingly used public procurement as a tool to achieve socioeconomic goals (Thai, 2007).

Public Procurement is the process by which governments and other public-funded entities acquire goods, works and services needed to implement public projects. The focus for the subject is due to that it accounts for at least 15% of World's Gross Domestic Product and even more in African Countries. Public procurement is an integral function of governments in both developed and developing countries as the huge financial outflows has a great impact on their economies that needs practical management (Thai, 2001). Thus prudent handling of public procurement functions is fundamental to achieving economic, socio-political and other government objectives. For this be actualized the major process of procurement that is, bid evaluation process need to get due attention in selecting and awarding contracts.

Ethiopia is making a large investment in infrastructure as one of the key contributions to the country's development plan. About 62% of the annual budget is expended on procurement for infrastructure development in transport, energy, water, agriculture, education, health and other sectors (Quinot and Arrowsmith, 2013). This comprises about 15% of the GDP of the country. Transport alone constitutes 30% of the annual budget expenditure. For example, the Ethiopian Roads Authority signs a large number of contracts annually committing over ETB 29 billion. However, Ethiopian Public Procurement system has so far been characterized by the traditional

procurement approach (World Bank & Ethiopian Government, 2010), considering price as a main evaluation criterion. Using least cost approach as evaluation criteria avoids having to make judgments on qualitative aspects of bids, thus eliminating one opportunity to bias in the selection process. This, however, results in nothing but buying inferior quality products or works, project performance delays and cost overruns in Ethiopia Baynesagn and Jan (2017).

2.1.1.2. Overview of Bid Evaluation Process

Bidding or Tendering is defined as the 'The process of preparing and submitting for acceptance a conforming offer to carry out work for a price, thus converting the estimate to a bid'. The following are the aims and procedural nature of tendering: to select a contractor for a construction project; to test the current market, especially where existing contracts are of a long-term nature; and to comply with regulations pertaining free and open competition. Tendering is a means to an end usually a means for a contractor to win the right to deliver a construction project. However, tendering could also happen between the interface of contractor and sub-contractor; contractor and supplier, client and consultant, (Tejas, 2016).

Bid evaluation is used to indicate the procedure for strategic assessment to bids submitted by pre-qualified contractors. The strategy used for bid evaluation should reflect the client's objectives & have also further project-specific criteria, including safety, durability, security, and maintenance. The evaluation of bids by multi-attribute methods may encounter some difficulties when comparing different criteria measured by different scales. Hence, various ways have been suggested for combining criterion values into a single scale.

On the other hand, proposed a time/cost approach to determine the winning bid in the highway construction contracts. By converting the contract time to cost, a straightforward comparison can be made on a single criterion Raju (2017).

i. Purpose of Bid Evaluation

Why is Bid Evaluation important at all? Watt et al. defined it as such

> "…the evaluation should provide an objective assessment of a supplier's ability to deliver across all value dimensions of a project subject to constraints; cost, quality and schedule. …" (Watt, Kayis & Willey, 2009).

A further definition from Watt et al.:

> "… to gather information about prospective suppliers and assess their capability and alignment to that of the client and their intended objectives. …"

While seen by practitioners and academics alike as necessary, Watt et al. describe the challenges presented by contractor evaluation and selection as:

> "… a difficult and challenging task plagued with many uncertainties. It is a complex multi-attribute decision problem that requires individuals to make judgments and trade-offs between competing objectives and limited resources." (Watt, Kayis & Willey, 2009).

Holt describes the problem as:

> "… it encompasses uncertainty, functions of which are: imprecision, randomness and ambiguity…." (Holt, 1998).

The following are concepts that need to be discussed in relation to bid evaluation processes:

ii. Bid Evaluation Committee

Bid evaluation is the responsibility of a body known as the Bid Evaluation Committee. How this committee is called depends on the organization. Synonymous terms are quotation review committee, bid review board or bid review committee, to name a few. Most procurement Legal and Regulatory Frameworks require it to be an ad-hoc body with at least three members knowledgeable in Procurement, with technical expertise in the specific item being procured and a representative of the user entity.

According to the Federal Government of Ethiopia Public Procurement Directive (MOFED, 2010), there is an establishment of a Procurement endorsing Committee by Public bodies to

approve procurements of high value in the Public Body, consisting of members no less than three persons which serves for a maximum period of three years and where appropriate, there is chance to extend the service of members of the Procurement Endorsing Committee for one additional term.

But, in the case of ESLSE a procurement endorsing committee is nominated by the CEO of the enterprise in numbers of no less than three persons and they are assigned to serve for a maximum periods of two years with the possibility of extending for extra of two years. And when the evaluation of the bid requires complex technicalities there may be establishment of other temporary bid evaluation process committees during pre-bid evaluation, technical evaluation or financial evaluation. For any report the bid evaluation committee generate there must be prerequisite to meet to form quorum. That is, more than 50% of the committee members need to attend in any decision made as a team or register personal views during group meetings.

iii. Evaluation of Bids

As per the explanation given by Tejas (2016), the first step in the evaluation of tenders is rejection of all conditional tenders and those without earnest money deposit. The acceptable tenders are thereafter evaluated. Apart from arithmetical checking, the tendered rates for individual items are compared with the estimated rates to spot out those with exceptionally high or low rates.

The employer reserves the right to accept or reject any offer without assigning any reason and hence he is free to reject any bid with exceptionally high or low rates for individual items. At the same time it is also not obligatory to reject all the tenders. The impact of such items rates to spot out those with exceptionally high or low rates.

iv. Bid Examination

Under the Public Procurement Act (PPA, 2010) of the Federal Democratic Government of Ethiopia, National Competitive Tendering (NCT) procedures are employed if only domestic suppliers or contractors are desired to submit tenders and International Competitive Tendering (ICT) is to be used where open competitive tendering is employed. The evaluation of tenders

received is normally carried out in three stages. These are pre-qualification evaluation, detailed examination and post-qualification evaluation (Akortsu, 2012):

- **Preliminary Examination:** This is carried out to identify and reject tenders that are incomplete, invalid or substantially non-responsive to the bid document and therefore would not be considered further.
- **Detailed Examination:** Only tenders that survive the preliminary examination are considered for further evaluation. This further evaluation involves the correction of arithmetic errors and comparison of tenders.
- **Contractor Selection:** A successful bidder must meet all the minimum qualifying criteria stated in the bid document. The lowest evaluated bidder is selected and recommended for the award of the contract. In other words, the responsive tenderer who satisfied the Post-Qualification Evaluation requirements
- **Post-Qualification Evaluation:** Post-Qualification of the lowest evaluated responsive tenderer should be conducted to determine the tenderer's capability to perform the contract. Using the criteria specified in the bid document, this review should include an assessment of the tenderer's financial and physical resources available to undertake the contract, including his current workload.
- **Pre-Bid Conference**

  After the bid documents are issued to shortlisted contractors and sufficiently ahead of the date of submission of tenders, a pre-bid conference is held by the employer/to which all the intending bidders are invited. Before this conference, the intending bidders are also encouraged to visit the site and see for themselves the site conditions, the facilities available at the site and its vicinity and examine all data on investigations etc. that is available with project authority so that the contractors have a clear picture of what is expected of them and the conditions under which the works are to be executed. In the conference, the job requirements will be clarified and contract conditions explained wherever an explanation is documents resulting from this conference. (Tejas, 2016).

v. Submission and Opening of Bids

An employer needs to fix a place and a specific date and time as the deadline for the submission of tenders. The Employer may, prior to the deadline for the submission of tenders; extend the deadline, if necessary on account of reasons e.g. to afford bidders reasonable time to take the clarification or modification of the minutes of Pre Bid Meeting into account in their tender. The Employer may, in its absolute discretion, prior to the deadline for the submission of tenders extend the deadline, if it is not possible for one or more suppliers or contractors to submit their tenders by deadline owing to any circumstance beyond their control.

Notice of any extension of the deadline needs to be given promptly to each bidder. The tender must be submitted in writing, signed and in a sealed envelope as per stipulations contained in the Bid documents. The employer may provide to the bidders a receipt showing the date and time when its tender was received, especially when asked for. The tender received after the deadline for the submission of tender, shall be returned unopened to the bidders who submitted the same.

On the due date and appointed time, as mentioned in the bid document, the Employer needs to open the bids in the presence of the intending bidders or their representative. The bidder's name, the bid prices and discount, if any will be announced by the procuring entity during opening of bids. A record of opening of bids is to be maintained. Where the bidding follows a two envelope bid submission, the first envelope of the bidders containing the documents to ascertain eligibility/ qualification of the bidders and/ or technical proposals are opened on the bid submission date. The documents in the first envelope are scrutinized in due course. The financial bids in respect of those bidders who qualify and whose technical proposal meets the requirements in the bid documents are opened. (Tejas, 2016).

The time for bid opening shall be the same as for the deadline for bid submission or promptly thereafter. Preserving the integrity of bid submission is essential, which also promotes transparency at the very start of the bid evaluation process. After the public opening of bids, no information relating to the examination, clarification, and evaluation of bids, and recommendations concerning awards, shall be communicated to any person not officially concerned with these procedures until the notification of the contract award has been made to the successful bidder.

vi. Evaluation Criteria

Evaluation criteria are the standards against which bids are evaluated. Generally, evaluation criteria can be categorized into three categories including

- mandatory criteria,
- weighted criteria and
- Weighted criteria with mandatory elements (UNDP, 2016).

- **Mandatory criteria**: are used in straightforward bid evaluation methods where they are rated as pass/fail, responsive/non-responsive or comply/non-comply. They are usually used in evaluation for goods procurement, but may also be used for the procurement of services and infrastructure works. The mandatory criteria are the first criteria against which bids are evaluated in order to eliminate bids that do not conform to these requirements.
- **Weighted criteria**: are criteria which can be measured in terms of degree of responsiveness. The scale used to measure the degree of responsiveness depends on the procurement method and category of procurement. Usually this applies to the evaluation of services.
- **Weighted criteria with mandatory elements:** are criteria that have mandatory minimum requirements defined and are measured above that minimum requirement for example, a requirement may be set for a consultant to be fluent in at least two international languages and a rated score may be assigned for persons with additional international language capabilities, if the additional language adds value to the requirement.

vii. Stages of the Bid Evaluation Process

Bid evaluation process is classified into four basic stages including

- Preliminary examination for responsiveness to formal qualification requirements,
- Evaluation for compliance with technical requirements,
- Price/financial evaluation and
- Post qualification/due diligence.

- **Preliminary Examinations for Responsiveness to Formal Qualification Requirements**: During preliminary examination, bids are examined to ensure they are from eligible companies or countries, that the bid is submitted with all requirements that bid securities (when required) are valid, and that tax and other legal and commercial requirements are met. All bids determined non-responsive at this stage are not considered for the next stage.
- **Evaluation for Compliance with Technical Requirements:** At this stage, the committee evaluates for compliance with specified quality (specifications). They also look at issues such as the bidder's experience, delivery schedule, compliance with quantity specified, works schedule, after sale services, warranty and other requirements specified in the bidding documents. These are, however, not fixed but predetermined based on the particular case. Bids that do not comply with the technical requirements are not considered for price/financial evaluation. Before price evaluation, all bids that are not responsive would be listed and clear reasons recorded for their not being eligible for further evaluation.
- **Price/Financial Evaluation:** At this stage, the committee examines the offered price for computational errors and, depending on the procurement type (goods, services or work), takes into consideration factors such as provisional sums and discounts, etc. Where bids are priced in more than one currency, all currencies are converted to a single currency for evaluation based on exchange rate from a specified source, as stated in the bidding documents. The corrected/evaluated prices are then compared and bids ranked in order beginning with the lowest responsive evaluated bid. A price reasonableness analysis is also done to ascertain that the price of the recommended bidder is fair given the prevailing market conditions.
- **Post Qualification/Due Diligence:** This activity applies to the lowest responsive evaluated bid. For some organizations, where prequalification of bidders was done, verification is done on the lowest responsive evaluated bidder to ascertain that such bidder still complies with the prequalification requirements. Where prequalification was not done, post qualification is done based on criteria specified in the bidding documents.

2.1.2. Delay Problems in Bid Evaluation Process

Whichever method is used, authorities must still comply with general principles of equal treatment, transparency, non-discrimination, relevance and proportionality. Simply publishing a methodology may not be enough to comply with transparency if the underlying methodology creates unpredictable results, and simply evaluating all bidders with the same methodology may not be enough to comply with equal treatment if the methodology does not result in a rational outcome. The guiding principle is that the methodology must identify the MEAT. If it does not, there is a risk of challenge.

Tender evaluation process plays important role in selecting competent contractors to achieve their mandate. Ajayi (2010) stated that, contractor's selection is crucial decision that needs to be taken by the client and his representative, in order to ensure that projects are completed within cost, time and quality standard. When wrong decisions are taken, they can lead to delays, corruption, and abandonment of projects.

There are so many causes of delay in the tender evaluation. Among which are the issue of Evaluation Panel members also working as regular staff members of the districts. Response from bids and evidential proof of documents and acceptance of correction of errors is also another cause of delay. Justification of unit rates of contractors and lack of technical expertise to evaluate is also another cause. Political interference was seen as the main cause of delays during tender evaluation. This gives an understanding that despite popular belief that tender evaluation is quick and transparent, it is rather slow and non-transparent due to political influences and lack of permanently trained bid evaluation committee Moshiro (2011).

Bid evaluation stage of the procurement process is the most susceptible to corrupt practices and the evaluation committee as provided by the law should therefore be given a close monitoring to foil any attempt by unscrupulous tenderers to bribe official at this stage. It is worth noting that a lot of things happen during this stage and evaluation committee are sometimes pressurized to disqualify the most competitive tender and rather recommend favorites of politicians or those in authority. Other times corrupt tenderers pay their way through the evaluation team to use all foul means to disqualify other tenderers to their advantage (Ameyaw *et al* (2013).

2.1.3. Proficiency of Teams in Bid Evaluation Process

Procurement rules exist in most countries and for all international financing agencies and these must be followed. These rules should encourage true and open competition in tendering and contract award, open meetings and equitable and fair distribution of information, effective monitoring and auditing of all processes and implementation activities.

Using this contracting system, however, demands the procuring entities to have the required technical knowledge and skills with regard to how to spell out their requirements and manage the contract, and to be able to evaluate the end results (Brown & Potoski, 2003). This helps them to become more successful in contract performance and adds value for both the client and contractor.

However, much of the public procurement in developing countries specifically is still contracted out based on input or process specifications which is a traditional approach and employs inefficient procurement practices. In addition, many major public projects in developing countries face cost and schedule overruns and require a huge amount of extra budget to complete.

This is a common practice in Ethiopia in most public projects (Quinot & Arrowsmith, 2013; World Bank & Ethiopian Government, 2010) as quoted by the research article of Baynesagn A. and Jan T. (2017, p 403) as written in the journal, Journal of Public Procurement, Volume 17, Issue 3, 402-431. One inaccuracy committed here is during the choosing of contractors using open tendering. The process of bid evaluation for awarding a contract in construction projects need to give much emphasis to technical and other capabilities of the bidders so as to safeguard the smooth accomplishment of projects.

2.2. Empirical Studies

Westring (1997) attributes the causes of the delays to extensive post-award negotiations, delays in the preparation of technical specifications and drawings, delays in evaluation, an extensive system of controls, reviews and approvals, and land ownership disputes.

In a brief literature, (Moshiro, 2011) stated that, Government procurements are normally made through tendering method, which is generally said to be transparent. However, the observations

concluded that in tendering method, there is high possibility of the lowest evaluated tenderer, who sells at lower prices to win. This is done without effective consideration of other factors like quality, delivery and financial position.

The research by Habtemicheal (2009) showed that there are several forms of corruption which include; influencing of the law-making process; forming of cartels by tenderers; bribing of the decision makers in order to win tenders; conflict of interest and massaging of the processes to favor a particular tenderer. Corruption also manifests itself in various forms including; bribery, embezzlement, fraud, favoritism, extortion, conflict of interest, political bargains, abuse of discretion and abuse of power.

According to Ameyaw et al (2013), tender evaluation stage of the procurement process is the most susceptible to corrupt practices and the evaluation committee as provided by the law should therefore be given a close monitoring to foil any attempt by unscrupulous tenderers to bribe official at this stage.

It is worth noting that a lot of things happen during this stage and evaluation committee are sometimes pressurized to disqualify the most competitive tender and rather recommend favorites of politicians or those in authority. Other times corrupt tenderers pay their way through the evaluation team to use all foul means to disqualify other tenderers to their advantage.

To prepare for a tender is both time-consuming and costly, and offering a bribe may be seen as a shortcut to a contract award. Motives for bribery include, for example, gaining information, speeding up bureaucratic processes, receiving preferential treatment, disqualifying competitors, getting away with substandard work, influencing outcomes of legal and regulatory processes, and influencing the allocation of benefits such as subsidies, taxes, and pensions.

As the study conducted by Fitsum Gebru (2018) to identify main and influential factors which hinder the bid evaluation process as well as affecting appropriate contractor selection in non-residential public building projects in Addis Ababa, he examined that procurement plan, project packaging and project scope definitions have been given lower attention by clients and consultants during the pre-bid preparation time and these have become major technical gap on the current non-residential public building procurement process.

Moreover, he disclosed in his research that procurement plan, project packaging and project scope definitions have been given lower attention by clients and consultants during the pre-bid preparation time and these have become major technical gap on the current non-residential public building procurement process.

2.3. Conceptual Framework

It is a level of theory in which descriptive categories are systematically placed within a broad structure of explicit and assumed propositions, statements of relationships between two or more empirical properties to be accepted or rejected (Nachmias, 2003). In a conceptual framework, you are required to put the concepts together; you work out how all the concepts fit together and relate to one another. The first stage of theorizing identifies and clarifies concepts; second stage concentrates on the connections and relationships between the concepts. A conceptual framework is formed of patterns of concepts and their interconnections (Fisher, 2010).

In the conceptual model shown below, both the dependent variable and independent variables are described. More precisely, the model for this project wok consists of two variables, namely the independent variables (compliance with enterprise procurement manual, compliance with criteria set in bid documents, public body related delay problems and bidders related delay problems) and the dependent variable (bid evaluation process accomplishment).

The variables under this project work of bid evaluation process accomplishment were related by the study in the following manner as illustrated here below.

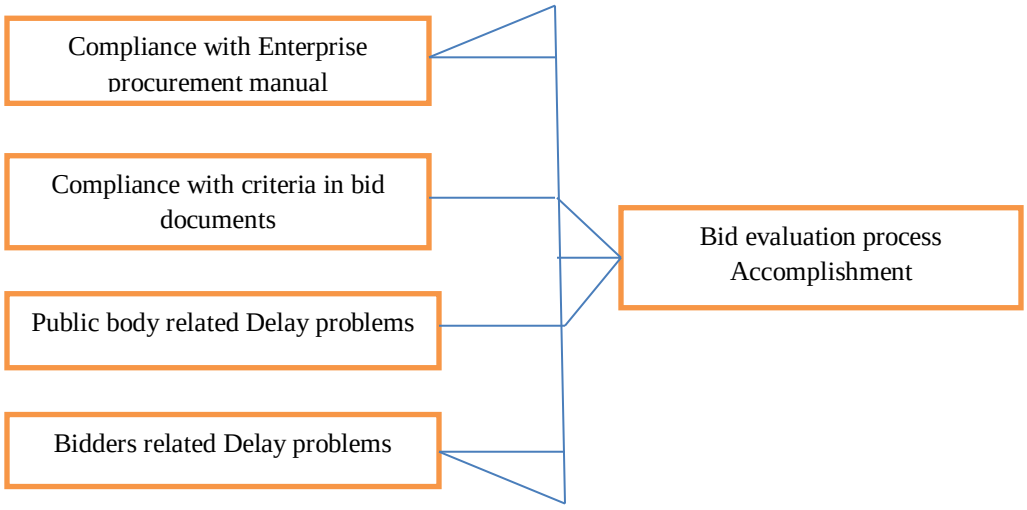


Fig. 2.1: Conceptual Framework, 2019 (self-developed by the project work presenter)

Chapter Three

3. Research Design and Methodology

This chapter comprised of the method and the research design that were used during conduction of the research. It employed a mixed research that is, both quantitative and qualitative in which the data were collected using questionnaires and interviews. The research methodology that was planned to apply for this study consisted of questionnaire and interviews with sample procurement and port facility department senior staff members. This study would be conducted in order to assess bid evaluation process for construction projects giving emphasis on the delay of the process at ESLSE.

The aims of the study are to assess bid evaluation process practices for construction projects in the; to assess bid evaluation process delay problems in the ESLSE construction projects; and to identify the proficiency of the teams allocated in the bid evaluation process.

3.1. Research Design

There are many definitions of research design but no one definition conveys the full kind of important characteristics. But, few of the definitions are given in the following way: research design is the program that guides the investigator in the process of collecting, analyzing and interpreting observations; or It is blue print that enables the investigator to come up with solution to the problem and guides him or her in various stages of the research (Nachmias, 2003). A research design is the conceptual structure within which research is conducted; or It contributes the blue print for the collections, measurement and analysis of data collected for the purpose of investigation (Kothari, 1990). A quantitative approach using a descriptive design was employed for the project work study. Descriptive research design simply summarizes respondents' information. Questionnaire was used as the data and there would be limited use of qualitative approach such as interview was used to increase validity and reliability of the study. For this purpose open ended and ended questions were used to be distributed for data collection purpose.

3.2. Description of the Study Area

The researcher intends to investigate the bid evaluation process for construction projects focusing on the delay of the said process at the Ethiopian Shipping and Logistics Services Enterprise head office level. The study used data from respondents of procurement department employees and that of port and facility development department employees at the head office of the enterprise located at Addis Ababa. Moreover, an interview was conducted with selected managers to collect relevant information and in the meantime to cross check the reliability of the data gathered through questionnaires.

3.3. Targeted Population

Population is defined as a cluster of statistically equivalent individuals or a collection of individuals who are genetically exchangeable (Lawson, 2012). The target population for the study was made up of members of both procurement and port and facility development department staffs that do have direct or indirect involvement in bid evaluation process in the Ethiopian Shipping and Logistics Services Enterprise. The targeted population was purposively chosen from directly related to the subject under study were decided to be 51 in number. The respective numbers considered as population in these areas were 32 procurement and 19 port and facility development department staffs.

The reason for selecting staff members who do have direct or indirect involvement in tender evaluation process of evaluation committees of the enterprise that this would help in identifying current tender evaluation practices based on Public Procurement Act and enterprise manual. Moreover, this assisted in identifying the delay problems on bid evaluation process that affect efficiency of procurement and in general the accomplishment of goal of the enterprise.

3.4. Sample and Sample Size

3.4.1. Sample

A sample is a subset or portion of the total population, whereas population is totality of the objects under investigation. An optimal sample should be one which fulfills the requirements of efficiency, responsiveness, reliability and flexibility (Kothari, 2006). It should be noted that, from a study point

of view the term population not only applicable to human beings but also to any case of interest in a study. In this study the targeted population on which the study obtained information was staffs and managers of procurement and port facility development departments.

3.4.2. Sample Size

Sample size is the number of items to be selected from the universe to constitute a sample. The size of sample should neither be excessively large nor too small. It should be optimum; an optimum sample is one which fulfills the requirements of efficiency, representativeness, reliability and flexibility. Budgetary constraint must invariably be taken into consideration when we decide the sample and the sample size (Kothari, 2004). From the purposively chosen target population of the enterprise in the two departments, only the size of 45 respondents were selected in non-probabilistically to collect appropriate data to be analyzed in the field leading to relevant research findings for the study on the assessment of bid evaluation process. Hence, 45 was the total number of population but the number of employees in each stratum is not the same. Hence, the number of respondents in each stratum was calculated by taking proportionality of the percentage share of the population. This is shown as follows:

Table 3.1: Sample Size Selection

Participants' Department	Target population	Size of Purposively selected target population	sample %
Port and Facility Development Department	19	17	38
Procurement Service Department	32	28	62
Total	**51**	**45**	**100**

3.5. Sampling Procedures

Sampling procedure refers to, techniques used in selecting the items for the sample. The study used non probability sampling technique called purposive sampling. Non probability sampling is that sampling procedure which does not afford any basis for estimating the probability that each item in the population has equal chance of being included in the sample. In this type of sampling, items of

the sample are selected deliberately by the study; his choice concerning the items remains supreme (Kothari, 2004). The study used non-probabilistic sampling technique or more precisely purposive sampling to obtain information from the right people who can assist at large in coming up with valuable data which are valid and reliable when tested under the same conditions. Also the sample size was reasonable and attainable to use purposive sampling since was not too large and only the study was interested to get information from the respondents whom think that relevant data can be gathered for the study.

3.6. Types and Sources of Data

3.6.1. Types of Data

Data are facts, figures and other relevant materials past and present serving as bases for study and analysis (Krishnaswami, 1993). There are two types of data namely primary data and secondary data on which the study should keep in mind. In order for the study to be effective and reliable in bringing good value of the data to be collected the study employed both primary and secondary data in assessing the bid evaluation process of construction projects at ESLSE.

- **Primary Data**

We understand that primary data are those which are collected anew and for the first time and this happen to be original in character (Kothari, 2004). The study used personal interviews with structured questionnaires where by the respondents were requested to fill in the questionnaires, the questionnaires had both closed and open-ended questions so as to obtain the opinions and comments of the respondents.

- **Secondary Data**

Secondary data are those data obtained from literature sources, which have already been collected by other people for some other purposes; it is the second hand information which includes both raw data and published one (Saunders, et al. 2000). The study extracted data from recorded documents at ESLSE which are relevant to the objective of the project work on assessment of bid evaluation process.

3.6.2. Sources of Data

This project study used primary data sources based on the nature of the study under process in addition to secondary data sources. Primary data was sourced directly from respondents through questionnaire and interview. On the other hand, secondary data used are those materials which are recorded, analyzed and interpreted for further use such as books, Journals, directives, manuals, related literature and other researches that are related to the subject of the study.

3.7. Data Collection Methods

The collected information was found from the field using basically the following pointed out investigation methods of data collection: questionnaire, interview and reviewing various documents relating to the topic under study.

3.7.1. Questionnaire Method

Questionnaire is simply a formalized set of questions for eliciting information, the term questionnaire is often used by studies to refer set of questions which will be mailed to respondents for them to answer and turn to the sponsor of the study. Structured questionnaires are those questionnaires in which there are definite concrete and predetermined questions. Resort is taken to this sort of standardization to ensure that all respondents reply to the same set of questions. The form of the questions may be either closed that is of the type 'yes' or 'no' or open that is inviting force response but should be stated in advance and not constructed during questioning (Kothari, 2004). In this research paper, it was constructed structured questionnaires both open ended and closed ended questions so as to grasp the reliable and valid data regarding to the assessment of bid evaluation process to which these questionnaires were filled by the respondents targeted.

Moreover, in this research closed ended questions were employed as they are easier to analyze, easier to administer and are economical in terms of time and money, whereas open ended questions permit depth insight to hidden issues which need to be explained. Also biasness is eliminated on the use of questionnaire method.

3.7.2. Interview and Review of Documents

Interview method is the method of collecting data that involves presentation of oral or verbal stimuli and reply in terms of oral or verbal responses. Personal interview is the method of collecting data

that requires a person known as the interviewer asking questions generally in a face to face contact to the other person or persons. At times the interviewee may also ask certain questions and the interviewer respond to these questions, but usually the interviewer initiates the interview and collects the information (Kothari, 2004). Regarding to this study on assessment of bid evaluation process, the study used personal interview method. Furthermore, as documents are secondary form of data collected and stored by organizations or governments, they were used in the project work. So as to be used by externals who are interested with those data to use in any relevant area to which can fit these includes articles, income statements of the organizations, government manuals, reports etc. For this project work the researcher reviewed documents such as books, Journals, directives, manuals, related literature and other researches that are related to the subject of the study.

3.8. Reliability and Validity of Data

3.8.1. Reliability of Data

Reliability is the extent to which data collection technique will yield consistent findings, similar observations would be made or conclusions reached by other researcher. Reliability of a measuring instrument is its ability to produce consistency measurement each time when we administer an instrument to the same population and contain a similar results we say that the instrument is reliable (Saunders, 2007). This project work study tested or estimated the reliability of information collected to ESLSE on assessment of bid evaluation process through grouping questions in a questionnaire in two groups of respondents being given exactly the same questions of the same concept each group with similar conditions and the findings revealed that similar results were obtained by the study which proves the reliability of the information collected.

3.8.2. Validity of Data

Validity is the degree to which a measuring instrument measures what it is supposed to measure (Nachmias, 2008). This was achieved by the study as respondents were cooperative and answers were correctly recorded and analyzed properly, the sample chosen was representative where right questions were asked to respondents for the study to achieve its purpose. The study assured high degree of accuracy through selecting the sample from a true representative of population and to use the current secondary documents like manual and bid evaluation reports of ESLSE to ensure validity of information to be collected.

3.9. Management and Analysis of Data

3.9.1. Data Management

Data management is the whole process of detecting as well as correcting error and in consistencies in data. It includes identification of missing data, detecting of entry errors and the like. The main purpose is to ensure data quality (Sharma, 2005). For this project work, unsuitable data were dropped and remained with suitable data only, and this was achieved through planning, organizing and controlling the entire process of data collection from the targeted respondents by eliminating biasness situation and selecting only current data from the organization documents which can reflect reality.

3.9.2. Data Analysis

The purpose of analyzing data is to obtain usable and useful information. The analysis, irrespective of whether the data is qualitative or quantitative, may describe and summarize the data; identify relationships between variables; compare variables; identify the difference between variables and forecast outcomes. Data collected were edited and coded. These processed data were analyzed using Statistical Package for Social Sciences (SPSS 20.0 for windows), the print out of information from the SPSS was analyzed and was presented in the forms of tables and a discussion of the information contained in those tables was done. This was done by preparing Data file starting on the variable view then proceed on Data view, the Data view displayed actual data and new variables created.

The variable view window contained the definitions of each variable in the data set including its name, type, label, width, alignment and other information. The output window was where the results of queries were done. To run the SPSS data were entered directly into the package, analysis function commanded then descriptive statistics resulted to preparing frequencies. The output was printed directly copied from the output viewer and pasted to word for presentation and discussion of findings in the study.

As explained above, the quantitative data collected was analyzed by using SPSS version 20.0; whereas the qualitative data that was gathered to cross check the reliability of those data collected through questionnaire was analyzed and summarized. Therefore, the qualitative data was analyzed using Statistical Package for Social Sciences and the qualitative data was analyzed by using summarization of each respondents opinions and explanations.

Chapter Four

4. Data Analysis and Discussion

In this chapter, the results of the project work study were presented. Data gathered were coded, analyzed using Statistical Package for Social Sciences (SPSS version 20.0) and descriptive statistical methods which are frequencies, percentages, means and standard deviation that were interpreted and discussed. The findings have been presented in bar charts and tabular forms for better and clear understanding.

4.1. Demographic Data

The study involved 24 respondents from staff and management of procurement department and 15 respondents from port and facility development departments of ESLSE. 45 questionnaires were distributed to respondents and 41 were returned of these two were rejected for they were not completed but 39 returned in proper way hence the return rate was 86.67% that were collected out of the total 45 distributed as indicated in Table 4.1 below.

Table 4.1: Respondents participation

Participants for the Questionnaires	Number of respondents	Unreturned	Returned but not completed	Returned and completed	%
Procurement Department staff s	28	3	1	24	85.71
Port Facility Development Department staffs	17	1	1	15	88.24
Total	**45**	**4**	**2**	**39**	**86.67**

Source: Data Collected, 2019

More specifically, to find better data for the project work study questionnaires were disseminated to two departments which have a day to day monitoring and participation in the process of bids. In this regard, 28 questionnaires were distributed to procurement department staff and managers

and 17 to port and facility development department staff and managers of the enterprise. In the return 24 and 15 questionnaires were received.

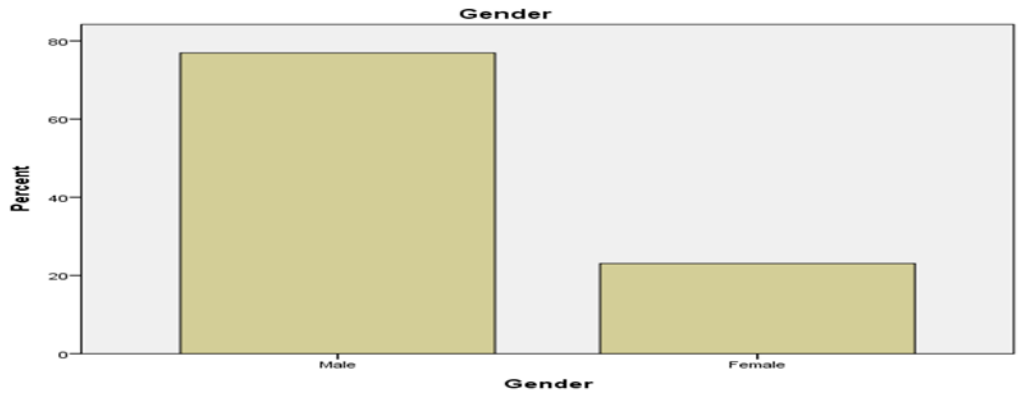
Table 4.2: Demographic Information

		Frequency	Percent	Valid Percent	Cumulative Percent
Gender	Male	30	76.9	76.9	76.9
	Female	9	23.1	23.1	**100.0**
	Total	**39**	**100.0**	**100.0**	
Age	18 - 25	3	7.7	7.7	7.7
	26 - 35	14	35.9	35.9	43.6
	36 - 45	19	48.7	48.7	92.3
	46 - 60	3	7.7	7.7	**100.0**
	Total	**39**	**100.0**	**100.0**	
Education	Diploma	7	17.9	17.9	17.9
	Degree	28	71.8	71.8	89.7
	Master	4	10.3	10.3	**100.0**
	Total	**39**	**100.0**	**100.0**	
Work Experience	Up to 2 Years	10	25.6	25.6	25.6
	2-5 Years	12	30.8	30.8	56.4
	5-10 Years	14	35.9	35.9	92.3
	>10 Years	3	7.7	7.7	**100.0**
	Total	**39**	**100.0**	**100.0**	
Work Position	Officer	10	25.6	25.6	25.6
	Senior	18	46.2	46.2	71.8
	Coordinator/ Expert	5	12.8	12.8	84.6
	Manager/ Director	6	15.4	15.4	100.0
	Total	**39**	**100.0**	**100.0**	

Source: Data output from SPSS, 2019.

As showed in Table 4.2 above, 76.9% of the respondents were male and 23.1% were female. And the 30 of male respondents and 9 female respondents indicate that the number of male respondents greater and there is males' domination in terms of number of hiring of employees in

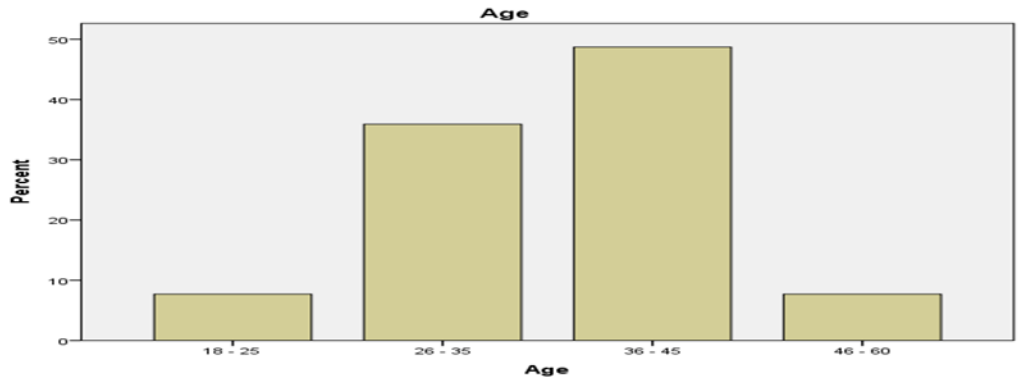
the enterprise; but the incorporating of opinions of the two groups in the project work helped to find different views of opinions of their perspective.



Source: Data output from SPSS, 2019.

Fig. 4.1: Bar chart representation of Gender

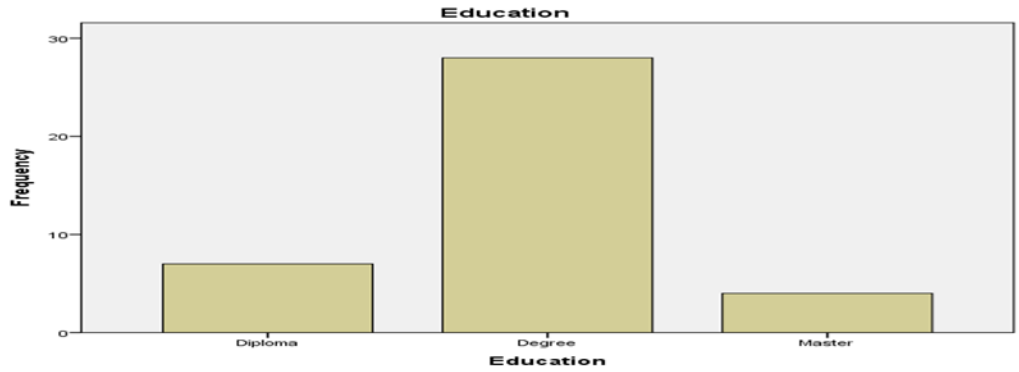
In the same table presented above, 7.7% of the respondent was between ages of 18-25 years, 35.9% between 26-35 years, 48.7% were in the age ranges 36-45 years and age groups of 46-60 years made up 7.7% of the respondents. This showed that they were matured enough to understand and give response for the questions in the surveys.



Source: Data output from SPSS, 2019.

Fig. 4.2: Bar chart representation of Age

As depicted in the frequency distribution table, 17.9% of participants were diploma holders, 71.8% first degree holders and 10.3% were second degree holders. The result indicates that the participants in the project work were knowledgeable so as to understand and react to the questions.



Source: Data output from SPSS, 2019.

Fig. 4.3: Bar chart representation of Educational Status

Referring to Table 4-2 above, 25.6% of the respondents have served the enterprise for years up to 2 years and the others 30.8% for 2-5 years, 35.9% for 5-10 years and the rest 7.7% for more than 10 years of service. This showed that the data was collected from experienced employees and managers of the enterprise which helped for betterment of the analyses of project work results.

Source: Data output from SPSS, 2019.

Fig. 4.4: Bar chart representation work experience

The above table also depicted the rank or work positions of the respondents to be and comprising of officers 10 (25.6%), seniors 18 (46.2%), coordinators or experts 5 (15.4%) and managers or directors 6 (12.8%). This showed that the participants have high opportunity to participate in bid process in either preparing documents or involving in procurement committees.

Source: Data output from SPSS, 2019.

Fig. 4.5: Bar chart representation work position

Generally, 76.9% of the respondents were male and 23.1% were female and the incorporating of opinions of the two groups in the project work helped to find different views of opinions. 84.6% were in the age groups of 26-35 (35.9%) and 36-45 (48.7%). This indicated that they were matured enough to understand and give response for the questions in the surveys. 71.8% were graduates of first degree and the others had diploma 17.9% and second degree 10.3%. This also indicated that the participants in the project work were knowledgeable so as to understand and react to the questions. 25.6% of have served for up to 2 years, 30.8% for 2-5 years, 35.9% for 5-10 years and the rest 7.7% for more than 10 years. This showed that the data was collected from experienced employees and managers of the enterprise which helped for betterment of the analyses of project work results. The participants comprised officers of 25.6%, senior 46.2%, coordinator/ expert 12.8% and manager/ director 15.4%. One might observe that most of the respondents were in the work positions seniors and above. This showed that the participants have high opportunity to participate in bid evaluation process in either preparing documents or involving in procurement committees and this is good to gather quality data.

4.2. Analyses and Discussion of Findings

4.2.1. Bid evaluation process practices of the enterprise

The participants were asked to respond on the questionnaire and using interviews related to questions on practices of bid evaluation processes of the enterprise and it was believed they have indicated their opinions. The answers found through the questionnaires were cross checked with interviews results and referred to secondary sources like public procurement manuals of the Federal Democratic Republic of Ethiopia and that of the enterprise.

For the statement 'The enterprise assigns bid evaluation committee or technical sub-committee or bid endorsement committee members.' The participants have fully agreed on it. That means, 74% of the respondents have indicated their strong agreement and 26% their agreement. Moreover, the mean was equal to 4.74 and the standard deviation was 0.442; which indicated that the opinions of the respondents were near to strongly agreed. That means, the assertion is almost fully accepted by the participants of the study. Hence, it is clear that the enterprise assigns bid evaluation committee or technical sub-committee or bid endorsement committee members.

Moreover, both the interview survey and referring to secondary sources assured that ESLSE has been applying PPA-2011 manual and its Procurement manual practically. As of the enterprise procurement manual, a not less than five member's team of procurement endorsement committee assigned by the enterprise's CEO to serve for two consecutive fiscal years with the chance to extend for one additional service year. In addition, the CEO of the enterprise assures the allocation of personnel who are efficient in terms of knowledge, skill, and ethically trustworthy.

Public opening of bids for any procurements are very important to improve transparency and accountability. So, respondents were asked to indicate the practice of bid opening. As indicated except 20% of the participants, 44% strongly agreed and 36% agreed for the assertion 'during bid opening formal or documented procedure is adopted with details of where, when and names of persons responsible for opening and recording tenders received in the enterprise'.

Table-4.3: Bid evaluation process practices of the enterprise

Item	Level of Agreement										Mean	SD
	Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree			
	f	%	f	%	f	%	f	%	f	%		
1. The enterprise assigns bid evaluation committee or technical sub-committee or bid endorsement committee members.	29	74	10	26	-	-	-	-	-	-	4.74	.442
2. During bid opening formal or documented procedure is adopted with details of where, when and names of persons responsible for opening and recording tenders received in the enterprise.	17	44	14	36	8	20	-	-	-	-	4.23	.777
3. Prequalification is made complicated and not designed to ensure best value but rather to exclude bidders.	-	-	10	26	14	36	6	15	9	23	2.64	1.11
4. Bid evaluation committees evaluate tenders based on predetermined criteria set in tender documents and they stick to the criteria set.	19	49	17	43	3	8	-	-	-	-	4.41	.637
5. The evaluation methodology and process to be used in assessing submissions including weighting is fully disclosed.	12	31	20	51	7	18	-	-	-	-	4.13	.695
6. The enterprise notifies in prior that a submission will be disqualified if mandatory criteria not met.	13	33	21	54	3	8	2	5	-	-	4.10	.940
7. The enterprise makes due care during bid evaluation to reduce or eradicate practices that may be done to favor a particular bidder.	7	18	15	39	13	33	4	10	-	-	3.54	1.12
8. During evaluation the focus is more toward price instead of quality.	9	23	8	21	13	33	4	10	5	13	3.31	1.30
9. Except pricing info publicly disclosed at opening, all submission evaluation details are kept confidential.	10	26	20	51	9	23	-	-	-	-	4.03	.707
10. The enterprise give greater attention in evaluation for contractor's selection to financial stability, bank arrangements - bonds, financial status	14	36	10	26	9	25	5	13	-	-	3.83	1.06
11. The enterprise give greater attention in evaluation for contractor's selection to technical ability, experience, plant and equipment, personnel ability	13	33	13	33	8	21	5	13	-	-	3.87	1.03
12. The enterprise give greater attention in evaluation for contractor's selection to past performance and quality and experience of technical personnel availability	13	33	9	23	9	23	5	13	3	8	3.62	1.29
13. Bidders whose bids were rejected during process are informed in writing within reasonable time.	15	39	13	31	4	12	5	13	2	5	3.85	1.23

Source: Data output from SPSS, 2019.

In addition, the mean response value was 4.23 and the standard deviation was 0.777. This showed that during bid opening the procedures have been enacted as per the procurement manual of the enterprise. This indicated that during bid opening process the bid committee in the enterprise obeys the rules put in both PPA and enterprise manual. According to the practices of the enterprise during bid opening, the following information, at the minimum, shall be read out from the original version of each bid and recorded on the bid opening sheet: name of the bidder; withdrawal or modifications, if any; the bid price for the contract and rebate offered by that bidder and the bidder's conditions for such rebate; the amount and kind of bid security, if required; and any other information enabling bidders to know their relative position in the bid concerned.

During the enterprise bid opening, the following practices are undertaken with due attention: for bid documents required to be submitted in one envelope, the Public Body shall open each bid and read out the name of the bidder, the bid price for the contract and rebate offered by that bidder and the bidder's conditions for such rebate, the amount and kind of bid security, and any other information enabling bidders to know their relative position in the bid concerned, and for bid documents are requiring two envelopes, the envelope containing the technical proposal shall first be opened in the bid opening process and the name and other salient points of the bid shall be read out and the envelopes containing the financial proposals of all bidders shall be put into one large envelope unopened.

The large envelope containing the financial proposals shall be properly sealed and labeled with the bid identification number and a statement indicating that the envelopes therein contain financial proposals written on it and employees of the Public Body executing the bid opening proceeding putting their respective signatures on it. The large envelope containing the financial proposals shall remain sealed and kept carefully under the custody of the procurement unit or any other unit entrusted with the custody of the envelope until the second bid opening preceding. Moreover, the following are not allowed in at bid opening: no bid modifications or discounts are accepted which are not read out at the bid opening or recorded on the bid opening sheet and shall not be considered in the evaluation of the concerned bids and no bid shall be rejected except for late bids.

The participants were given the assertion 'Prequalification is made complicated and not designed to ensure best value but rather to exclude bidders' to know their level of agreement. In this regard, 26% agreed, 36% showed their neutrality on it, 15% disagreed and 23% strongly disagreed. For this data the mean was 2.64 and the standard deviation was 1.11. According to this survey result, a number of bids are exposed for cancellation and rebidding due to that no bidder becomes capable of submitting bid. That means there may be no bid becomes responsive to the bidding documents.

As indicated much of the respondents did not accept the assertion. 49% strongly agreed and 43% agreed that Bid evaluation committees evaluate tenders based on predetermined criteria set in tender documents and they follow to the criteria set. Only 8% of respondents selected 'Neutral' for this statement. This showed that to evaluate a bid, the evaluation committees in the enterprise have been only using methodologies and criteria defined in invitation to bidders' clause and section read 'Evaluation Methodology and Criteria'.

The mean value of responses of level of agreement was calculated to be 2.64 and that of standard deviation was 1.11. From the result it is traceable that the respondents did not accept the statement; but, there is difference in their responses. This indicated that the bid evaluation practice for selection of competent contractor has been done as put by the procurement manual of the enterprise and accepted by national PPA manuals.

The evaluation methodology and process to be used in assessing submissions including weighting is fully disclosed in the enterprise as 31% strongly agreed and 51% just agreed on this statement. And only the rest that means, 18% of the respondents that showed their abstinence whether to agree or disagree. The calculated mean value of the participants' opinions on level of agreement for the statement was 4.13 and the standard deviation was 0.695. This indicated that the respondents agreed on the assertion given above.

The statement 'The enterprise makes due care during bid evaluation to reduce or eradicate practices that may be done to favor a particular bidder, was accepted by most participants as 18% strongly agreed and 39% just agreed on it. But, 33% selected the 'neutral' option and 10% of respondents have dis-agreed the stated assertion. In the calculation the mean was found to be

equal to 4.10 and the standard deviation was 0.94. This indicated that the participants accepted the statement.

The assertion read ‘except pricing information publicly disclosed at opening, all submission evaluation details are kept confidential’ was reacted by participants in the manner that 26% strongly agreed, 51% agreed and 23% selected the ‘neutral’ option. This shows that the bidders’ documents are secured and there is right way of practice. The mean was 4.03 and standard deviation 0.707. This result indicated that though there is difference in the responses given by participants, the statement was agreed to be true by them.

It was identified that 36% strongly agreed, 26% agreed, 25% showed their neutrality and only 13% disagreed the statement ‘the enterprise gives greater attention in evaluation for contractor’s selection to financial stability, bank arrangements bonds and financial status’. Here, the mean value was 3.83 and standard deviation was 1.06. This indicated that the statement was accepted as true by the respondents but there is deviation on their opinions.

Moreover, 33% strongly agreed, 33% agreed, 21% chosen the ‘neutral’ option, 13% disagreed for the assertion ‘the enterprise give greater attention in evaluation for contractor’s selection to technical ability, experience, plant and equipment, personnel ability’. The mean calculated value for participants’ level of agreement was 3.87 and the standard deviation was 1.03. This indicated that the participants nearly strongly agreed on the statement but there is gap in their response of level of agreement as the SD displays.

And in the statement ‘the enterprise give greater attention in evaluation for contractor’s selection to past performance and quality and experience of technical personnel availability’, 33% strongly agreed, 23% agreed, 23% selected ‘Neutral’ 13% disagreed and 8% strongly disagreed. The mean was 3.62 and the standard deviation was 1.29. This indicated that the participants nearly agreed on the assertion however, there is great deal of difference in their level of agreement.

The mean value for level of agreement of respondents’ opinions for the statement ‘bidders whose bids were rejected during process are informed in writing within reasonable time’ was 3.85 and the standard deviation was 1.23. This indicated that though there is deviation on their responses, the statement was accepted.

As shown in the chart below Fig. 4-2, the enterprise considers certain criteria for selecting members of teams that participate in the processes of bids. Accordingly 7.7% of respondents said the enterprise considers technical skills for team members' selection for bid evaluation and endorsement. 15.4% argued knowledge and experience; 28.2% engineering skills; 43.6% procurement and contracting skills and 5.1% financial management and analysis skill.

4.2.2. Delay problems in the bid evaluation process

Due to different reasons bid evaluation process will take much time. As the time goes before successful bid process completion and contract award there may come expiration of validity period. This will result in rebidding or even cancellation of the bid. To assess problems related to bid evaluation process delays, respondents were delivered questions using questionnaire and made interviews.

The first question was 'how long does the bid evaluation process take (in months) at the enterprise' and 17.9% of the participants responded up to six months, 28.2% seven up to twelve months, and 53.8% more than a year time. This indicated that the bid evaluation process takes great deal of time. As per the data gathered and interview surveys made, the causes for the delay has been found to be various and that results in cancellation or rebidding of the bid process.

The table below shows the time taken for bid evaluation process in months, frequencies and percentage. In addition, the mean and standard deviation was calculated and presented in the table. The calculation depicted that the average time taken by bid evaluation process is 11.65 months and the standard deviation is 4.6.

This indicated that the bid evaluation process takes as much months as eleven and half or more. Of course, there is difference among the responses given by participants of the study. (Refer to Table 4.4, below.)

Table-4.4: Mean and Standard Deviation for Bid evaluation process time

Time taken for bid Evaluation Process	Frequency	Percent	Mean	Standard Deviation
1 up to 6 Months	7	17.9	**11.65 Months**	**4.6**
7 up to 12 Months	11	28.2		
13 up to 18 Months	21	53.8		
Total	**39**	**100.0**		

Source: Data output from SPSS, 2019.

The delay of bid evaluation process was caused by either from problems coming from public body or ESLSE side or the bidders' side. The following are analyses of the delay problems caused by each side:

Table-4.5: Delay problems associated to bid evaluation process

Item	Level of Agreement										Mean	SD
	Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree			
From public body or ESLSE side												
There is late opening of bids or proposals received.	-	-	-	-	4	10	35	90	-	-	3.74	.850
There is late pre-bid evaluation process.	12	31	9	23	11	28	7	18	-	-	3.67	1.11
Establishment of technical evaluation committee is late.	5	13	21	54	7	18	6	15	-	-	3.62	.907
The documents are handed over to the technical committee lately.	4	10	22	56	8	21	5	13	-	-	3.64	.843
Technical committee takes much time to report bid evaluation.	9	23	21	54	6	15	3	8	-	-	3.92	.839
Opening the bid for financial evaluation purpose is late.	8	21	24	62	7	18	-	-	-	-	4.03	.628
Submission of financial bid evaluation report is done lately.	11	28	17	44	11	28	-	-	-	-	4.00	.761

Approval of bid evaluation report by endorsement committee is late	9	23	16	41	8	21	4	10	2	5	3.67	1.11
Disclosing the results to successful and unsuccessful bidders is late	4	10	18	46	12	31	5	13	-	-	3.54	.854
There is no commitment among committee members in evaluating bid.	2	5	15	39	7	18	12	31	3	8	3.03	1.11
From the bidders side												
Arithmetical errors in bid	11	28	20	51	8	21	-	-	-	-	4.08	.703
There is repeated complaints/ complaints from the bidders	8	21	24	62	7	18	-	-	-	-	4.03	.628

Source: Data output from SPSS, 2019.

Delay problems caused by the enterprise side

The first statement given to participants was 'there is late opening of bids or proposals received'. The responses were that 90% disagreed and 10% of the respondents have marked the 'Neutral' option. The mean calculated value was 3.74 and that of the standard deviation was 0.850. This indicated that there is no such delay and it has been practiced as per the time schedule set out and announced.

31% of participants strongly agreed, 23% agreed, 28% ticked 'Neutral' and 18% have dis-agreed the statement 'there is late pre-bid evaluation processes'. And the other delay reason mentioned was late establishment of technical evaluation committee. This was responded by participants as 13% strongly agreed, 54% agreed, 18% neither agreed nor disagreed and 15% disagreed. The mean was 3.67 and that of the standard deviation was 1.11. Though there is indication for deviation on the responses of each respondent, the result indicated that there is delay in the pre-bid evaluation process.

The other statement given to the respondents was 'the documents are handed over to the technical committee lately' whereby 10% strongly agreed, 56% agreed, 21% ticked 'Neutral' and 13% disagreed. The mean calculated value was 3.64 and that of the standard deviation was 0.843. This indicated that the delay has been due to late handing over of bids which passed the prequalification evaluation.

The other reason for late bid evaluation process has been 'Technical committee takes much time to report bid evaluation'. This was assured by the participants as 23% strongly agreed, 54% agreed, 15% chosen the neutral option and 8% disagreed. The mean was 3.92 and that of the standard deviation was 0.839. This indicated that there is time delay in the reporting of technical evaluation.

21% of Participants of the study strongly agreed, 62% agreed and 18% kept neutral for the statement 'opening the bid for financial evaluation purpose is late'. This shows that 73% of the respondents have agreed with the assertion. The mean calculated value was 4.03 and that of the standard deviation was 0.628. This indicated that there is late or delay in time for opening bid for financial evaluation. This is, of course, caused by the delay in reporting the technical evaluation.

The other statement exposed to the participants 'submission of financial bid evaluation report is done lately' was reacted by them as 28% strongly agreed, 44% agreed and 28% chosen the neutral option. The mean calculated value was 4.00 and that of the standard deviation was 0.761. This indicated that the respondents have agreed on the assertion.

Among the participants of the study 23% strongly agreed, 41% agreed, 21% selected neutral, 10% disagreed and 5% disagreed strongly the assertion 'approval of bid evaluation report by endorsement committee is late'. The mean value was 3.67 and that of the standard deviation was 1.11. Though there is difference in the agreement level of respondents, the statement was agreed by the most.

It was found that 10% strongly agreed, 46% agreed, 31% neutral and 13% disagreed the assertion 'disclosing the results to successful and unsuccessful bidders is late'. The mean calculated value was 3.54 and that of the standard deviation was 0.854. This indicated that most participants agreed on the statement.

The assertion 'there is no commitment among committee members in evaluating bid' was strongly agreed by 5%, agreed by 39%, 18% showed neutrality, disagreed by 31% and 8% strongly disagreed. The mean was 3.03 and that of the standard deviation was 1.11. This indicated that most respondents are not sure about the assertion. But, there are opinions at the extreme.

Delay problems caused by the bidders' side

Bidders who submitted their bid with not all requested documents have been provided or not all requested prices have been submitted, e.g. separate, itemized, unit or alternate prices missing or

not properly filled out or bid not signed or sealed properly which may be identified during bid receipt, opening and prequalification period have adverse impact on the bidders.

The respondents confirmed that the delay of bid evaluation process has been caused by the existence of 'arithmetical errors in bid' submitted as 28% strongly agreed, 51% agreed and only 18 ticked the 'neutral' option. The arithmetically inappropriately filled up bids will take time for cross checking. The mean calculated value was 4.08 and that of the standard deviation was 0.703. This indicated that the respondents have agreed on the statement is correct.

Additionally, 21% strongly agreed, 62% agreed 18% marked neutral for the statement 'There is repeated complaints or complaints from the bidders.' This showed that 83% of participants argued that repeated complaints from the bidders have been delaying bid evaluation process. Moreover, mean value was 4.03 and that of the standard deviation was 0.628. This indicated that there are repeated complaints from the bidders.

Table 4.6: Have you ever observed that there is cancellation of bid?

		Frequency	Percent	Mean	Standard Deviation
Valid	No	6	15.4	0.85	0.366
	Yes	33	84.6		
	Total	39	100.0		

Source: Data output from SPSS, 2019.

The participants were asked the question 'have you ever observed that there is cancellation of bid evaluation process in the enterprise?' and their response was analyzed such that 84.6% of them ticked the 'yes' option and 15.4% the opposite one. Because of the assignment of 'Yes' by 1 and the 'No' by 0, the mean response was found to be 0.85 and the standard deviation 0.366.

Table 4.7: Have you ever observed that there is rebidding in the enterprise?

		Frequency	Percent	Mean	Standard Deviation
Valid	No	12	30.8	0.69	0.468
	Yes	27	69.2		
	Total	39	100.0		

Source: Data output from SPSS, 2019.

Similarly, it was confirmed that there is also rebidding of bids in the enterprise as 69% marked the 'Yes' option and 30.8% the 'No' for the question 'have you ever observed that there is rebidding in the enterprise?' Following the representation of 'Yes' by 1 and the 'No' by 0, the mean response was found to be 0.69 and the standard deviation 0.468. The results analyzed showed that due to cancellation of bids and reasons such as due to conflicts of interest during evaluation activities, non-responsive or insufficient number of bids sometimes only one bid received, over-budget or not fair market value there is rebidding.

It has been responded by participants that there are indications for the existence of conflict of interest and corruption in the evaluation process through familiarity with bidders over time, personal interests such as gifts and business interests and activities.

4.2.3. Proficiency of the teams in bid evaluation process

In order to improve bid evaluation process, it is acceptable to make proper recruitment of professionals to handle the process, coordinate procedures and help them get more training. According to the participants of the study, team members who have been engaged in the process of bid evaluation have gaps in terms of knowledge, skill, experience and attitude.

Table 4.8: Proficiency of the team members participating in bid evaluation

Item	Level of Agreement										Mean	SD
	Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree			
	f	%	f	%	f	%	f	%	f	%		
The team lacks knowledge pertaining to public procurement procedures and bid evaluation process	3	8	7	18	8	20	18	46	3	8	2.72	1.09
The team lacks skill pertaining to public procurement procedures and bid evaluation process	3	8	6	15	11	28	18	46	1	3	2.79	1.01
The team lacks attitude pertaining to public procurement procedures and bid evaluation process	3	8	7	18	11	28	18	46	-	-	2.87	.978
Team members who participate in the bid evaluation process obtain continuous training.	-	-	8	20	10	26	9	23	12	31	2.36	1.14

Source: Data output from SPSS, 2019.

The analyzed data on these are presented and narrated as follows: the first assertion given to respondents was ‘the team lacks knowledge pertaining to public procurement procedures and bid evaluation processes.’ According to the responses 8% strongly agreed, 18% agreed, 20% marked the ‘Neutral’ option, 46% disagreed and 8% strongly disagreed. The calculated mean was 2.72 and the standard deviation was 1.09. Though there is deviation on the opinions of the participants’, the result indicated that most participants have opposed the assertion or they have no idea on either to agree or disagree as the mean is near to 3 which is neutral.

The other statement ‘the team lacks skill pertaining to public procurement procedures and bid evaluation process’ was responded by participants of the study in the manner that 8% strongly agreed, 15% agreed, 28% ticked ‘Neutral’, 46% disagreed and 3% strongly disagreed. The calculated mean was 2.79 and the standard deviation was 1.01. This indicated that the statement

‘the team lacks skill pertaining to public procurement procedures and bid evaluation process’ was opposed by most participants.

8% strongly agreed, 15% agreed, 28% marked the ‘Neutral’ option, 46% disagreed and 3% strongly disagreed the statement ‘the team lacks attitude pertaining to public procurement procedures and bid evaluation processes’. The calculated mean was 2.87 and the standard deviation was 0.978. This indicated that the participants have no idea on the assertion or they disagreed with it.

Pertaining to the assertion ‘team members who participate in the bid evaluation process obtain continuous training for the proper engagement’, respondents, opinions were that 8% strongly agreed, 15% agreed, 28% chosen neither the agreement nor the disagreement options, 46% disagreed and 3% strongly disagreed. The mean was calculated to be 2.36 and the standard deviation was 1.14. Though there is great deal of deviation with participants’ opinions, team members who participate in the bid evaluation process do not obtain continuous training.

Training may apply to various aspects of the procurement process. Procurement personnel may be familiarized with the rules and regulations applicable to public procurement as well as anti-corruption measures. Experts noted the importance for procurement personnel to be well trained in purchasing techniques and in understanding of the importance of rules. To ensure that adequate rules are applied, training may encompass explanations of the usefulness and the reasons for the rules. Training may also sensitize purchasing authorities and their personnel to the detrimental effects of corruption and the benefits of ethics for the contracting authorities and officials. Additionally, officials may sign ethical codes. Prosecutors consider that although internal codes do not necessarily prevent corruption, they may be useful during investigations as they help gain time. Procurement personnel may be familiarized with indicators of suspicion that may alert them to the occurrence of corruption. Indeed, officials from within the public administrations are most likely to be in a position to observe behavior that may indicate misdeeds. Training on the identification of these indicators that may signal bribery is therefore of primary importance.

Tender practitioners are not adequately trained in the application of the tender process and its associated regulations, directives and manuals pertaining to procurement, bidding and related areas. Training courses, seminars, and workshops in procurement should be conducted. This activity would improve the practice in the selection process and increase the capabilities of procurement staff in using different methods for the selection of an appropriate procurement system.

Chapter Five

5. Summary, Conclusion and Recommendation

5.1. Summary

This researcher was intended to assess bid evaluation process in the case of Ethiopian Shipping and Logistics Services Enterprise. In this investigation, both primary and secondary data were employed and collections of these sources were done through questionnaire, interviews and published and unpublished references. The respondents are granted both close and open ended questions; moreover a five points Likert Scale bearing questions were prepared and given to them.

The research was of descriptive type making use of both quantitative and qualitative mixed-approaches. On the other hand, a descriptive analysis was made by using SPSS (version 20). The respondents' answers were presented on bar charts and a table which comprised of the frequency of responses and their percentage contribution out of the whole sample of the population that participated in the study. Then the analyses were made to go on referring to the data collected in the different schemes cited above. It was fully hopped that the respondents who participated in the research were willingly reacted to the questions and they were capable in terms of age and education background strong enough to understand the questions and forward their answers.

Based on the analyses of results and discussions presented in the previous chapter, conclusions were made in line with the research questions tackling manner as follows:

The enterprise bid evaluation process for construction projects practice follows the procedures which are illustrated in the enterprise procurement manual. Concerning bid evaluation process practices, according to most of the participants' opinions and the interview surveys made with managers and directors who have direct involvement with the process of bid evaluation and endorsement process the following are under practice in the enterprise:

- there is an assignment of bid evaluation committee or technical sub-committee or bid endorsement committee members;
- formal or documented procedure is adopted during bid opening with details of where, when and names of persons responsible for opening and recording tenders received;
- Committees evaluate bids based on predetermined criteria set in tender documents and they follow to the criteria set;
- In bid documents evaluation methodology and process to be used in assessing submissions including weighting is fully disclosed;
- due care during in bid evaluation has been made to reduce or eradicate practices that may be done to favor a particular bidder;
- in the enterprise except pricing info publicly disclosed at opening, all submission evaluation details are kept confidential;
- The enterprise give greater attention in evaluation for contractor's selection to
    - financial stability, bank arrangements - bonds, financial status,
    - technical ability, experience, plant and equipment, personnel ability, and
    - Past performance and quality and experience of technical personnel availability.

In addition the enterprise has been following all relevant procedures explained in the PPA 2011 manuals and the similar manual adopted and prepared in the enterprise. But, as per the survey results found through open ended questions and interviews made, the following bid evaluation practices have been identified:

- lack of clarity in bid documents has been noticed;
- failure to incorporate
- members assigned in the bid evaluation process need to be selected on the basis their relevance to the specific project area;
- lack of team work among employees and managers participating in the process specially those found in the procurement and engineering departments;
- there is no clearly defined responsibility given for procurement experts and engineering staffs and there comes interference of one on the others duty;
- there is knowledge difference on how to proceed the bid practices process;
- devising subjective criteria for evaluation of bids;

- incapable of making proper bids prequalification evaluations;
- not capable of making correction on the previous mistakes and failure of documenting lesson learned in the former bid processes.
- due to other enterprise responsibilities workloads, committees in the bid evaluation and endorsement processes postpone meetings repeatedly;
- some members lack commitment to give time and review documents exhaustively for either for evaluating or report writing or decision making;
- Cancellation of bid has been noticed due to unknowing the exact deliverables that the enterprise is seeking and weakness to integrate completed design, bill of quantity, specification and drawings on time.

Pertaining to delay problems associated to bid evaluation process in the construction projects of ESLSE, the following conclusions are made:

- bid evaluation has been examined to be delayed for a calculated mean time of 11.65 months and the standard deviation to be 4.6;
- Delays are identified to exist during
    - pre-bid evaluation process;
    - establishment of technical evaluation committee;
    - documents are handed over to the technical committee;
    - technical and financial evaluations;
    - bid evaluation report by endorsement committee and disclosing the results to successful and unsuccessful bidders.
- and the causes are found to be
    - lack of commitment among committee members in evaluation process;
    - encountering of arithmetical errors in bids submitted; and
    - repeated complaints or complaints from the bidders;
- as per survey results obtained, there are indications for existence of conflicts of interest during the bid evaluation process.

In relation to deficiencies of proficiency of the teams assigned in the bid evaluation process there have been no major encounters. That means the enterprise's bid evaluation process has been undertaken by knowledgeable, skillful and having good attitude.

5.2. Conclusions

The ESLSE bid evaluation process and award giving was found to be poor as it was observed to be delayed and sometimes followed by complaints by bidders and led to cancellation and rebidding.

Hence, all concerned parties like procurement department, port and facility development department, finance department, and evaluation and endorsing committees in the procurement processes should work hand in hand to save the enterprise from unnecessary wastage of time, effort and finance.

The following are conclusions of findings:

- The bid evaluation process of the enterprise was found to follow the PPA and enterprise manuals. In addition it has been practiced as per the criteria set in bid documents. But, the process is not effective as there are several delays, cancellations and rebidding;
- There has been disclosed that bid evaluation process faced delays due to lack of commitment by concerned bodies, existence of continuous arithmetical errors in bids submitted and complaints from the bidders. Delays are identified to exist during pre-bid evaluation process; establishment of technical evaluation committee; documents are handed over to the technical committee; technical and financial evaluations; Bid evaluation report by endorsement committee and disclosing the results to successful and unsuccessful bidders. And the causes are found to be lack of commitment among committee members in evaluation process; encountering of arithmetical errors in bids submitted; and repeated complaints or complaints from the bidders
- Even if there is encouraging level of knowledge, skill and attitude related to bid evaluation among participants, there are still gaps in their proficiency.

5.3. Recommendations

For the better practice of bid evaluation process the enterprise should handle the problems identified through the project work study.

- Concerning the practices of bid evaluation process the following recommendations are given:
    - lack of clarity in bid documents should be reduced or removed;
    - members assigned in the bid evaluation process need to be selected on the basis their relevance to the specific project area;
    - employees and managers in the procurement and engineering departments that participate in the process need to work together;
    - there should be clearly defined responsibility given for procurement experts and engineering staffs so that there will be no interference of one on the other's duty;
    - knowledge difference on how to proceed the bid practices process should be resolved;
    - evaluation criteria should be understandable for it be transparent and fulfill accountability;
    - there should be strict and proper bids prequalification evaluations;
    - capacity should be built for making correction on the previous mistakes and documenting lesson learned in the former bid processes;
- for the delay problems examined to exist in the enterprise corrective actions need to be taken:
    - despite other enterprise responsibilities workloads committees in the bid evaluation and endorsement processes should have commitment to sacrifice more time and effort;
    - Cancellation of bid should be avoided by understanding the exact deliverables that the enterprise is seeking and strengthening integration of completed design, bill of quantity, specification and drawings on time.

- The enterprise must monitor any conflicts of interest during procurement activities applicable to all employees, advisors, external consultants or suppliers.

Suggestion for further study

This study tried to find results pertaining to bid evaluation process taking case study at ESLSE. The study also found that as delay and cancellation of bid evaluation process are common, the bid evaluation process of the enterprise is not effective. But, I suggest for further study on finding results for the impact of bid evaluation process problems on project performance.

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Annex

Annex 1: Questionnaire for Procurement and Port Facility Department staffs

Addis Ababa University School of Commerce

Graduate studies Program

Dear respondents:

My name is Abayneh Wolde. I am a post graduate student at Addis Ababa University School of Commerce doing my project work that needs to be conducted in partial fulfillment of MA degree in Project Management.

This questionnaire is designed to gather information on assessment of Bid Evaluation process for construction projects at Ethiopian Shipping and Logistics Services Enterprise.

Here, I assure you that the information obtained from this questionnaire will be used only for recommendation purpose and your response will be kept confidential in the report.

Dear respondent, please keep in mind that this questionnaire is a self- administered survey. Filling the questionnaire is voluntary and you are kindly asked to provide the right answer and provide your genuine opinion; your cooperation is a valuable input for the research findings. Hence, the researcher will present you great thanks in advance.

Section-A: Demographic Information

1. What is your gender? Male ☐ Female ☐
2. How old are you? 18 – 25 ☐ 26 – 35 ☐ 36 – 45 ☐ 46 - 60 ☐
3. What is your highest level of education? Diploma ☐ Degree ☐ Masters ☐ Doctorate ☐ If any other _____
4. How many years of work experience do you have in the enterprise?

   Up to 2 ☐ 2 up to 5 ☐ 5 up to 10 ☐ More than 10 ☐
5. What is rank of your work position in the enterprise?

   Officer ☐ Senior ☐ Coordinators / Expert ☐ Manager /Director ☐

<u>Section-B Basic Qus.</u> PART-I: Concerning the of Bid evaluation process practice of the enterprise;

1. Please, indicate the degree to which you agree or disagree with the following items:
2. Which of the following criteria are used to select bid Evaluation committee members in your

Item	Level of Agreement				
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The enterprise assigns bid evaluation committee or technical sub-committee or bid endorsement committee members.					
During bid opening formal or documented procedure is adopted with details of where, when and names of persons responsible for opening and recording tenders received in the enterprise.					
Prequalification is made complicated and not designed to ensure best value but rather to exclude bidders.					
Bid evaluation committees evaluate tenders based on predetermined criteria set in tender documents and they stick to the criteria set.					
The evaluation methodology and process to be used in assessing submissions including weighting is fully disclosed.					
The enterprise notifies in prior that a submission will be disqualified if mandatory criteria not met.					
The enterprise makes due care during bid evaluation to reduce or eradicate practices that may be done to favor a particular bidder.					
During evaluation the focus is more toward price instead of quality.					
Except pricing info publicly disclosed at opening, all submission evaluation details are kept confidential.					
The enterprise give greater attention in evaluation for contractor's selection to Financial stability, bank arrangements - bonds, financial status					
The enterprise give greater attention in evaluation for contractor's selection to Technical ability, Experience, Plant and equipment, Personnel ability					
The enterprise give greater attention in evaluation for contractor's selection to Past performance and quality and Experience of technical personnel availability					
Bidders whose bids were rejected during process are informed in writing within reasonable time.					

enterprise? (Dear respondent, you may choose more than one response as per your decision)

Technical Skills relevant to the particular project or goods …….. ☐

Knowledge and Experience relevant to procurement requirement.. ☐

Engineering skills and knowledge …… ☐

Procurement and contracting skills …… ☐

Financial management or analysis skills …… ☐

3. In your own opinion, what do you think can be done to improve the bid evaluation process practices in the enterprise?

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PART-II: Concerning the problems associated to tender evaluation process in the construction projects of ESLSE - Delay in ending up of bid evaluation process;

1. How long does the bid evaluation process take (in months) at the ESLSE?

   1- 3 ☐ 4- 6 ☐ 7-9 ☐ More than 12 ☐

2. What is your level of agreement for the cause for delay? Please, indicate the degree to which you agree or disagree with the following items:

Item	Level of Agreement				
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
From public body or ESLSE side					
There is late opening of bids or proposals received.					
There is late pre-bid evaluation process.					
Establishment of technical evaluation committee is late.					
The documents are handed over to the technical committee lately.					
Technical committee takes much time to report bid evaluation.					
Opening the bid for financial evaluation purpose is late.					
Submission of financial bid evaluation report is done lately.					
Approval of bid evaluation report by endorsement committee is late					
Disclosing the results to successful and unsuccessful bidders is late					
There is no commitment among committee members in evaluating bid.					
From the bidders side					
Arithmetical errors in bid					
There is repeated complaints/ complaints from the bidders					

3. Dear respondent, please indicate other causes for delays of bid evaluation process in the enterprise. _____

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4. Have you ever observed that there is cancellation of bid evaluation processin the enterprise?

Yes ☐ No ☐

5. Dear respondent, please indicate causes for cancellation of bid evaluation process in the enterprise.

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6. Have you ever observed that there is rebidding in the enterprise?

Yes ☐ No ☐

7. Dear respondent, please indicate causes for rebidding in the enterprise.

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PART-III: Concerning the proficiency of the teams in the bid evaluation process;

1. Please, indicate the degree to which you agree or disagree with the following statements:

Item	Level of Agreement				
	Strongly Disagree	Disagree	Not sure	Agree	Strongly Agree
Team in the bid evaluation process is aware of the restrictions involving confidential and commercially sensitive information.					
Team members are involved in developing evaluation criteria and weighting.					
The team lacks knowledge pertaining to public procurement procedures and bid evaluation process					
The team lacks skill pertaining to public procurement procedures and bid evaluation process					
The team lacks attitude pertaining to public procurement procedures and bid evaluation process					
Team members who participate in the bid evaluation process obtain continuous training for the proper engagement.					

2. Dear respondent, please indicate some other knowledge or experience or skill related capacities expected from team/ participants in the bid evaluation process.

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Annex 2: Interview guide for Procurement and Port Facility managers and directors

Addis Ababa University

College of Business and Economics School of Commence

Graduate Studies in Project Management

1. Position _____
2. Qualification _____
3. Please, explain to me the practice of bid evaluation process in the enterprise.
4. Are there delay problems in relation to bid evaluation? What are their causes?
5. What are the proficiency levels of participants in the bid evaluation process?

Thank you very much